GREEN PLAN CONSULTATION NATIONAL WRAP-UP SESSION WORKSHOP REPORTS

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OTTAWA CONGRESS CENTRE
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The Green Plan
A NATIONAL CHALLENGE

Government of Canada | Gouvernement du Canada

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INTRODUCTION

This document contains the final workshop reports from the National Wrap-up Session of The Green Plan consultations, held August 20 and 21, 1990 in Ottawa, Ontario.

The National Wrap-up Session constitutes the final phase of the consultations process. The first phase (April - June 1990) included information sessions held in 39 cities and towns across the country, attended by more than 6,000 Canadians. The second phase consisted of 17 consultation sessions in May and June, and involved more than 3,500 Canadians who came together for two-day multi-stakeholder workshops.

The results from the two phases, together with the response forms, postcards, letters and briefs received during the process were analyzed and synthesized into a working document entitled A Report on The Green Plan Consultations (August 1990). In addition to summarizing what Canadians had discussed and recommended during The Green Plan consultation process, it included sections identifying specific suggestions for further consideration. This document formed the basis for discussions at the National Wrap-up Session.

The objectives of the National Wrap-up Session were:

- To provide advice on the priorities for action to be included in The Green Plan; and

- To propose specific actions in each of the subject areas for implementing the policy suggestions.

Participants made recommendations to the Minister of the Environment for consideration in the formulation of the federal government's Green Plan including objectives, actions and targets for the subject area.

Approximately 400 Canadians participated in The Green Plan National Wrap-up Session. Participants represented national organizations and associations, business, industry, environmental groups, non-government organizations, natives, labour, youth, academia, citizen's coalitions, all levels of government and individuals.

The National Wrap-up Session consisted of 22 workshops held concurrently over a two-day period, each led by an independent, neutral facilitator. The workshop reports were prepared by the facilitators and their rapporteurs based on the discussions held in their workshops. They are reproduced here as submitted: as a result they vary in format and style, as best befits the individual workshop discussions.

This document, along with the report from the consultations, are essential to the government's deliberations in preparing the final Green Plan. The federal Minister of the Environment will be submitting this Green Plan to Cabinet for consideration and review in the fall. Following Cabinet's decision, The Green Plan will be released later this year.

LIST OF FACILITATORS AND RAPPORTEURS BY WORKSHOP

No. of Workshop	Workshop Title	Facilitator	Rapporteurs
1.	Policy Framework	George Greene	Jane Waterston
2.	Science	Pierre Vachon	Steve Fudge
3.	Information	Sharon Matthias	Kelley Fry
4.	Education	Constance Ramaciere	Eric Andrade
5.	Legislation/Regulation/ Enforcement	Dawna Jones	Dorli Duffy
6.	Economic Instruments	Charles Hayles	Rachel Gauvin
7.	Decision Making	Ray Vles	Deborah Bradley
8.	Partnerships	Therese Blanchard	Constance Martin
9.	Toxic Substances	Victor Nowicki	Charles Cormier
10.	Waste Management	Jacques Paynter	Jeff Barner
11.	Environmental Emergencies	Mike McPhee	Loralee Delbrouck
12.	Health	Pat Delbridge	Michel Girard
13.	Global Warming	Maureen Payne	Robert Craig
14.	Air Quality/Acid Rain/Ozone Depletion	Paul Morisset	Marie-Helene Necastro
15.	Water	Doug Wright	Judy Lord
16.	Agriculture and Land use	Felicity Edwards	Cynthia Taylor
17.	Forests	George Matheson	Diane Campbell
18.	Fisheries	Ed Andrusiak	John Duffy
19.	National Parks and Historic Sites	Scot Jennings	Earl Hickey
20.	Wildlife and Wetlands	Pierre Olivier	Andre Potvin
21.	Protecting the Arctic Environment	Bob Paddon	Kathleen Stephenson
22.	Energy and Mining	Pat Duffy	Paul Senez

1. POLICY FRAMEWORK WORKSHOP REPORT

Facilitator: George Greene
Rapporteur: Jane Waterston

INTRODUCTION

The Policy Framework Workshop convened a group of individuals with obvious policy expertise for two days of commentary on The Green Plan's policy framework.

The group set out to improve the plan's strategic framework. Since the synthesis document on the table contained no material overtly on topic, the group's task was proactive rather than reactive: it tried, successfully, to reach consensus on the strategic direction that should guide -- indeed rule -- the action items that will appear in the final version of The Green Plan.

With 27 participants, the group was very large. Three quarters of the participants came from business (40%) and government (33%), the other quarter from environmental, professional and academic organizations. The expertise they brought to the table was diverse: there were politicians, lawyers, economists, international specialists, round table members, scientists, policy analysts and association executives. All had strategy setting experience.

At one point, the group subdivided into four working groups. Attention was paid to preserving the multi-stakeholder character of the workshop in these smaller groups in order to ensure balance in their consensus decisions.

The discussion started by addressing the problems Canadians have had throughout the consultation process with the goal put forward in the initial discussion document: "to make Canada, by the year 2000, the industrial world's most environmentally friendly country." The workshop reached consensus on a substitute **mission statement** for The Green Plan.

Then attention turned to the **guiding principles** that will aim The Green Plan's initiatives squarely in the direction of that goal. A great deal of attention was paid to the wording and consensus was reached.

Finally, the group addressed the question of general policy **objectives** that will keep the specific actions discussed in other workshops in step with the guiding principles, and therefore part of the plan's mission.

What follows is a record of the group's consensus, directed to Minister de Cotret and the authors of the final Green Plan. The recommendations on the mission statement, guiding principles and objectives which reached consensus are clearly marked. The discussion around those recommendations tries, with short strokes, to fill in the background -- to relay some of the contentions behind the recommendations that were formulated during those two days of committed stakeholder participation.

MISSION STATEMENT

Policy discussions throughout The Green Plan consultation process have shown that Canadians are very uncomfortable with the national objective proposed in the initial Discussion Paper A Framework for Discussion on the Environment. This discomfort was definitely shared by participants in the Policy Framework Workshop.

What is needed, the group agreed, is a more substantive statement that lays a secure and lasting foundation for The Green Plan. It should be clear, easily understood, achievable and a starting point for measurable objectives. It should give a sense of why a Green Plan is needed, of the environment's broad scope and of the long-term nature of the challenge. It should capture the imagination of Canadians, be ambitious and practical, and invoke the idea of a continuing evolution of objectives.

The mission statement formulated by the workshop reflects the still-relevant agenda of environmental protection, leads to the forward-looking objectives of sustainable development and recognizes the high priority Canadians place on human health and economic prosperity.

Recommendation

Mission Statement

Given the seriously deteriorating global environment, Canadians pledge to strive for clean air, water, land and for a sustainable environment for all species, and endeavour to ensure the good health and prosperity of present and future generations.

Guiding Principles

Participants agreed that a set of principles must be established to protect this mission. The Guiding Principles are criteria against which every Green Plan action, policy, program and objective must be weighed to ensure that the mission statement is honoured. If an activity or proposal contravenes any of the principles, it should be reviewed and revised or rejected.

What follows are the statements on The Green Plan Guiding

Principles that were unanimously accepted by the Policy Framework Workshop.

Recommendation

In order to achieve sustainability, actions must be taken by all sectors of society, including government, that take into account fairness, equity, flexibility, efficiency and respect for the environment. Future generations' ability to draw from nature the knowledge and technologies enabling them to fulfil their needs should be respected.

Environmental integrity, social values and economic development are intimately linked, each meeting the others' necessity to ensure prosperity in a quality-of-life context.

Environmental and economic sustainability is a strategic direction for Canada to take, as it can contribute to long-term Canadian competitiveness.

Partnerships and consensus building are also essential if goals are to be met in acceptable time frames and if urgent actions are to be conducted; this will require inter alia informed decision making, as well as fullest public participation at all levels.

The accountability of all players in development must be asserted if goals are to be met, including the actions of consumers, industry and government.

General Principles

- **Respect for nature** and for present and future generations of all species.
- **Fairness and equity** in carrying out this plan.
- **Flexibility** on how objectives are met with a mix of means and adaptability in their implementation.
- **Institutional reforms** will be required that permit evaluation and assessment of projects, policies and programs in their elaboration, as well as their results.
- **Anticipation and prevention** should be taken in preference to reaction and cure.
- In order to achieve efficiency in the long term and avoid duplication, **consistency** at all levels will be required.
- **Full-cost accounting**, taking into consideration environmental consequences and uses, should be applied.

- **Decision making** on natural resources should be based on the **ecosystems approach.**

- All of which should reflect an attitude consistent with our **living off the interest** rather than the capital of nature.

- **Efficiency in use of resources** must be stressed (per capita consumption).

Principles (Government)

As one of the foremost players in development, the Government must be exemplary in its actions and demonstrate fiscal responsibility through its judicious use of incentives and regulatory activities. It must also play a leadership role in procurement practices and in setting priorities for research and technological advances. With respect to The Green Plan principles, the Government of Canada must have a foreign policy that contributes to global sustainability.

Note: During the group's final review of these statements on principles, it was suggested that "Respect for the rights and cultures of indigenous peoples" be added to the general list. There was no time for related discussion so it was not included. Also suggested was a principle that would recognize the rights of nature. From one side came the comment: "I'm not sure our system of law can attribute rights to nature"; from the other: "I want to get away from the anthropomorphic slant." No consensus was reached.

THE GREEN PLAN OBJECTIVES

From guiding principles, the group's attention turned to the objectives for Green Plan policies and programs. Participants recognized that objectives should be readily measurable, realistic, understandable, actionable and fully compatible with the guiding principles. They need a temporal context: a time horizon for expected results is desirable, and the objectives should look beyond the short term.

An effort was made to focus on objectives that might be too general for, or on a level beyond, the scope of the other workshops. Before getting down to specifics, the group took a look at the general context in which appropriate policy objectives should evolve.

They discussed where the plan's objectives should lead. A set of desirable directions came to light; they were seen as a group, not a hierarchy, and as a context for specific objectives, not absolutes in themselves. If these directions are not overtly recognized, there is a danger future initiatives will continue to be limited to crisis response.

The context for policy objectives should include a commitment to diminish additional loadings, prevent further encroachment, clean up contamination, restore degraded areas and improve efficiency.

The objectives proposed by the workshop fall into four categories: the role of government; fiscal responsibility; changes in behaviour; and international relations.

Government needs to set in place those things that will institutionalize the reform process necessary for meeting Green Plan objectives. Difficult choices must be made if The Green Plan's mission and principles are to be honoured. As one participant said, "We must face up squarely and honestly to the fiscal challenge -- we are going to have to spend billions and they must come from somewhere. There must be a reordering of economic priorities."

Recommendation

Role of Government

The role of government is to set the agenda for society and to provide national leadership with a long-term vision based on broad public support. In general, objectives should be established with a time frame of a generation.

In order to set the agenda and provide appropriate leadership on the environmental front, the Government needs to take a hard look at its legal framework, at institutional reform, at the way it allocates resources, at current aspects of its leadership and at its patterns of public involvement.

Within the **legal framework**, it needs to consider:

- a national debate on an environmental bill of rights; command and control legislation, which includes some economic instruments;
- assessment legislation and planning-approval procedures;
- fiscal measures to encourage behavioral change and generate revenues;
- consistency to avoid pollution havens, establish a level playing field and give Canadians equal access to environmental protection;
- efficiency, effectiveness and concern for duplication.

Under the topic of **institutional reform**, government needs to consider:

- the constitutional hindrances to achieving Green Plan objectives: co-operation among all levels of government is essential;

- international relations;

- a possible auditor general for the environment;

- cabinet structure and committee review;

- the possible role of Environment Canada as a central agency;

- the institutionalization of partnerships through groups such as the Canadian Council of Ministers of the Environment (CCME) and the National Round Table on Environment and the Economy (NRTEE).

The Government's **allocation of resources** should be subject, government-wide, to Green Plan principles.

The Government needs to be exemplary in its procurement practices, its operations and processes as well as the self-assessment of its projects, and the management of its Crown corporations.

Public involvement in environment-related government initiatives must be predictable, systematic, informed, effective and efficient. The data and information Government produces must be accessible and at the same time the Government must be willing to receive information from outside sources.

Recommendation

Fiscal Responsibility

Spending priorities need to be reoriented to promote sustainable activities, and new instruments need to be developed.

The priorities for initiatives on fiscal measures are:

- The development of a systematic and uniform process to integrate environmental factors in all decisions. The process should be applied immediately to new decisions.

- The development and implementation of a process for examining the existing programs on a phased basis, as part of the federal government's regular budget process.

- The assumption of responsibility by central spending agencies for the environmental consequences of their decisions, that is, they must anticipate and prevent harm.

- The reform of cost/benefit analyses to fully reflect environmental consequences, and develop new mechanisms for full cost accounting and satellite accounts.

- The consideration of instituting "green" taxes where appropriate as an instrument, if the revenues can be earmarked for environmental purposes.

- The identification of existing expenditure and taxation programs with harmful environmental effects, and a reorientation to more sustainable practices.

- The encouragement, where appropriate, of positive market response, that is, "green" and recycled products. Promote consumer education.

Recommendation

Changes in Behaviour

Individuals and organizations must change their behaviour before long-term environmental health can be realized. Behaviour is influenced by education and awareness, market forces and personal values. People must be stimulated to take action themselves to meet The Green Plan's objectives. Everyone has a responsibility to recognize that their actions affect the environment. Everyone has a role to play in the development of a sustainable society.

The following hierarchy of approaches is suggested to initiate and effect the desired change in behaviour. This is a priority ranking.

1. **Education/Awareness**. Encourage both formal and informal systems; there is a role here for all sectors -- business, industry, media, government, voluntary organizations, etc.

2. **Economic Instruments**. Reward good environmental behaviour and/or stop rewarding bad behaviour.

3. **Legislation and Regulation** (at all levels of government). These are tools of last resort when other approaches will not or cannot work.

Recommendation

International Relations

Given the increasing significance of environmental issues in international relations:

1. Canada should develop the capability to contribute to the resolution of international environment issues.

2. Canada's foreign policy should be re-examined to reflect the objectives of The Green Plan.

3. Canada should work to establish strengthened international institutions that will contribute to environmental improvement through adherence to international agreements.

4. The Department of External Affairs and International Trade should ensure co-ordination of government activities with respect to the foregoing.

5. Canadian business organizations should be encouraged to work with counterpart organizations in other countries to promote international environment standards of responsible behaviour.

Note: Another objective was suggested -- "Canada should facilitate the transfer of technologies in the interest of international environmental improvement." Related discussion did not reach consensus.

2. SCIENCE WORKSHOP REPORT

Facilitator: Pierre Vachon
Rapporteur: Steve Fudge

Facilitator's comments

RE: <u>Action Plan</u>

Workshop participants deliberately chose not to address the matters of targets, schedules and costs because they held the view that they had insufficient information to do so.

RE: <u>Priorities</u>

Workshop members also felt that they could not consider the issue of priority. Nonetheless, it must be noted that in identifying some subjects in the preamble, which was fully subscribed to by all members, the participants did attach more importance to some measures than others. In the table attached, I have tried to sort out these matters. However, this should be seen only as my advice to those who will have to incorporate this report into other documents, and it does not take the place of the original documents.

RE: Role of governments and stakeholders

Other than to specify federal, provincial, university, community colleges, and industry, in various recommendations, the workshop members did not consider this matter in any greater detail.

Synthesis

The participants in the Science Workshop deliberately chose to work by consensus: that is, in my definition, the group fully supported the final report read by Joe Thwaites at the final plenary session. Participants took great pains to achieve this consensus, and those who are responsible for using the findings of the workshop in subsequent documents, must take this into account.

Report on Science Workshop

Preamble

Properly oriented and funded science and technology are prerequisites to meeting the goals of The Green Plan. The move toward a sustainable future requires a new trans-disciplinary approach with a revitalized contribution from both the natural and social sciences.

One of the problems that has plagued the natural and social environmentally-related sciences in the past has been the lack of properly stated long-term goals. The Brundtland concept of sustainable development along with the goals of the World Conservation Strategy offer the philosophical underpinnings for The Green Plan. The Green Plan, however, needs to crystallize these concepts into Canadian-relevant, measurable, short and longer term goals.

The importance of The Green Plan statement of goals and objectives can not be overstated. The clearer the statement, the more effectively and efficiently scientists and engineers can contribute to its accomplishment. Properly phrased goals will help articulate the "right" questions for science. Such goals would provide a framework for effective stakeholder partnerships and related financial, institutional and other science/technology matters. The goals also establish the context for the subsequent applications of both science and technology in decision making.

The Green Plan recognizes ecological problems (like acid rain) that are inherited from our past behaviour. The challenge for science, however, is not only related to curing the ills of the past. The more daunting challenge for science is to help anticipate future problems and to provide the knowledge necessary to prevent crises from developing.

The scientific community can and should act as a pathfinder to a sustainable future. But anticipatory science requires a degree of freedom that is not usually allowed by the constraints imposed by modern results-oriented management techniques. Mechanisms must therefore orient basic and applied sciences to long-term goals and thus facilitate the achievement of the pathfinder role, unencumbered by more immediate regulatory needs and management crises.

Finally, it is important to recognize the importance of two things:

- instituting effective technology and educational transfer mechanisms to ensure Canadian society reaps the economic, social and environmental benefits that flow from scientific knowledge; and,

- research funding in environmental sciences is an investment that results in substantial savings to society and a return on investment in areas ranging from improved human health to enhancement of our renewable resource base.

A Funding

Recommendations:

1. Significantly increase the funding for long-term research aimed at understanding the structure and functioning of ecosystems.

2. Increase funding for trans-disciplinary research focused on socio-economically viable solutions to environmental problems.

3. Significantly increase the funding for strategic technology developments and related demonstration projects for solving environmental problems with an emphasis on clean technologies and waste management.

4. Increase the funding for research and demonstration projects for developing sustainable use of renewable resources in Canada and in developing countries.

B Institutions

Recommendations:

1. Create an inter-departmental mechanism to:

   - identify environmental priorities;
   - allocate science resources to meet these priorities;
   - mobilize public and private-sector resources on both a national and international basis.

2. In technology development, industry must take the lead and have long-term government commitment and university support; therefore, a new mechanism must be created to support environmental technology development through cost sharing and pre-competitive research.

3. Develop a mechanism to strengthen and co-ordinate industry, government and university efforts in ecosystem research including the establishment and maintenance of databases, monitoring programs, the integration of ecosystem research and the development of ecosystem models.

C Programs

Recommendations:

1. Increase Canadian participation in international scientific efforts to develop the information required to solve global environmental problems, capitalizing on Canada's scientific strengths.

2. Improve the quality of science education by supporting the provinces in promoting inter-disciplinary relationships at all levels.

3. Develop co-ordinated national and international programs for the protection of environmental technologies and intellectual property developed in the private and public sectors.

4. Develop a national strategy, in consultation with universities, community colleges and industry, to encourage the training and career development of environmental scientists and technologists in Canada.

SCIENCE WORKSHOP

Table linking selected subjects to categories and recommendations*

Subject	Funding	Mechanisms	Programs
Long-term research (pathfinder role)	A.1	B.1 B.3	C.1
Trans-disciplinary research	A.2	B.1	C.2
Technology development and transfer	A.3 A.4	B.1 B.2	C.3
Educational matters		B.1	C.2 C.4

* This table was prepared by the facilitator, Pierre Vachon, and was not considered by workshop participants.

3. INFORMATION WORKSHOP REPORT

Facilitator: Sharon Matthias
Rapporteur: Kelley Fry

INTRODUCTION

Credible, accurate, timely information that is widely available and understandable is a key input to sound environmental decision making. Information is a very powerful tool. It is extremely useful when credible, accurate, understandable and relevant to the user, as well as being equitable and easily accessible. On the other hand, information improperly gathered or used can be a very dangerous, manipulative tool.

Environmental reporting is still at an early stage in its development, with much work still to be done. The federal, provincial and municipal governments, the private sector and other groups will need to work co-operatively to develop and implement useful systems of environmental reporting.

The original consultation document A Framework for Discussion on the Environment and the synthesis document A Report on The Green

Plan Consultations set out proposals and ideas from the Government and participants. In the final consultation session, the objectives recommended by the participants of the regional consultations were accepted in principle, with some modifications. The workshop participants identified action items within each objective, and developed an overriding principle and a list of priority action items.

OVERRIDING PRINCIPLE

Environmental information should empower people to make timely, informed decisions that will impact on the environment of the earth in a positive and sustainable way. This understands and assumes that the human organism is interconnected and part of the earth.

CHARACTERISTICS:

** Credible/Trusted
** Accessible
** Relevant to all users
** Equitable
** Understandable
** Information flow must be TWO-WAY

Goal: Fundamental change in our personal and organizational lifestyles, thinking and ethics

Scope: Local to Global to Local

Content: Information should:

* Provide details on the health of ecosystems, including human and all species
* Have a global perspective
* Include social and economic aspects
* Take an ecological/holistic approach
* Be both short and long term
* Include both scientific information and information from people, regarding an understanding of the planet, as well as our actions and their impact, on:

1) What's happening - what is the state of the environment?
2) Why - how did it get there?
3) What are we doing about it and how successful are we at meeting our targets (both in management of an issue and individually - includes both the good and the bad stories)
4) What can we be doing to improve?

For: All Sectors of Society
- general public
- decision makers (public and private sectors)

Distribution: All information must be distributed and disseminated in an environmentally appropriate way.

OBJECTIVES

1. **To have access to more accurate, reliable and credible information.**

2. **To improve assessment/interpretation of the state of the environment and report regularly in order to help make better informed decisions.**

3. **To develop broader ways of accounting Canada's wealth and well-being.**

4. **To improve accessibility of environmental information to Canadians for their daily decision making.**

5. **To communicate environmental information more effectively and improve the two-way flow of information.**

PRIORITIES AND ACTIONS

Workshop participants examined these objectives and developed a series of action items for each objective. An overall priority list of action items was then developed. These are indicated with a "+" sign and listed in ORDER OF PRIORITY at the conclusion of the report.

Objective 1: To have access to more accurate, reliable and credible information

+1. Establish a neutral agency to ensure the availability of accurate, credible information. There needs to be a multi-stakeholder or a neutral board that will set the agenda for research and information collection, assessment, interpretation and reporting on environmental information.

Time line: Year 1

Comment -- The agency should not collect data itself, but instead direct the collection by other agencies, including government. Also, the agency should not house the network of national environmental information centres.

The credibility referred to is in the mind of the user. It is important that information be balanced and as free from bias as possible.

It is important when releasing the data that the means of collection, assessment of capability and domain of application be provided as well.

+2. Review existing data systems (include federal/ provincial/other databanks of all forms) and develop mechanisms to consolidate access to that information. Identify the information gaps.

Time line: Year 1-2

+3. Identify data needs. Data collection must be driven by an identified need.

Time line: Year 1

+4. Develop a standardized set of indicators that will provide a representative profile of the state of the environment and will chart progress towards sustainable development. These indicators should include a national quality of life indicator, a water-quality index to accompany the air-quality index, household resource usage index in various cities, as well as other indices.

Time line: Year 1

Comment -- This includes the following:

- Implementing a pilot project to develop a "well-being" or quality-of-life index incorporating factors such as environmental cleanliness, pollution-induced environmental risk and availability of quality wildlife and wilderness experiences.

5. Establish policies for sharing information, regarding access to information, requirements to collect information, release of information, whether the information is collected by government, corporations, or other parties.

Time line: Year 2 - 3

Comment -- This includes, but is not limited to the following:

- Improving public access to government environmental information through strengthened legislation.

+6. Increase monitoring in areas where the need and information gaps have been identified.

Time line: Year 2 and ongoing

Comment -- This includes the following:

- Creating a "Canadian network for integrated environmental

monitoring" to measure the state of ecosystems and their changes due to the influence of both human activities and natural phenomena.

- Expanding the Northern Science Institute to provide more technical and scientific information on Arctic ecosystems that can be used as a basis for legislation.

- Co-ordinating and contribute to the formation of a multi-stakeholder body to compile base line data on Canada's ecosystems.

- Increasing monitoring programs on water and air quality, forest management practices, changing agricultural land-use patterns, and the health of the fisheries.

7. Work with the United Nations, the World Bank and other international organizations in the development of standards to ensure global compatibility of information.

Time line: Year 2 and ongoing

Comment -- The priorities should be driven by the information needs assessment. Existing international standards should be used wherever possible.

8. Develop a monitoring program that measures behavioral and attitudinal changes over the long term.

Objective 2: To improve assessment and interpretation of the state of the environment and report regularly in order to help make better informed decisions.

1. The Prime Minister should deliver an annual address on the State of the Nation with Respect to the Environment. This would be accompanied by a report to be distributed to the public.

   Time line: First address in 1991, with the state of the environment report.

+2. Develop a set of standard indicators that will provide a representative profile of the state of the environment and will chart progress towards sustainable development.

   Time line: Year 1

3. Report regularly on Canada's progress in achieving the "4 Rs" (Reduce, Reuse, Recycle and Recover) and compare our progress with that of other countries.

Time line: Start immediately

4. Standardize, co-ordinate and audit state of the environment reporting by all governments -- federal, provincial, territorial, municipal.

Time line: Start immediately, achieve by 1995

Comment: This would be part of the responsibilities of the neutral agency in Objective 1.

5. Include non-traditional knowledge, such as native and local as well as information from groups such as farmers, seniors, youth in assessment, interpretation and reporting.

Time line: Start immediately

6. Add ecosystem spatial unit assessment/reporting to the current reporting by administrative boundaries (national, provincial, territorial and municipal).

Time line: Immediately where possible, adopt format for 1996

Objective 3: To develop broader ways of accounting Canada's wealth and well-being.

+1. Develop natural resource accounts, which are expressed in value and physical terms and which include related environmental data, to augment existing measures of Canada's wealth.

Time line: Year 1

Comment -- Includes the following:

- Continuing to work with the United Nations, the World Bank and other international organizations in the development of a common approach to satellite accounts and a measure of environmentally sustainable economic growth.

2. Develop and implement alternative methods for evaluating environmental resources to supplement the existing cost/benefit analysis approaches used in environmental assessment and urban planning.

Time line: Start development immediately, start to use mechanism in two years.

+3. Research and develop broader measures of well-being:

- Include health and education information in determining "well-being";
- Include better and other measures of income such as household work and that of other sectors in "wealth";
- Include the state of the environment in "wealth";
- Implement a pilot project to develop a "well-being" or quality-of-life index incorporating factors such as environmental cleanliness, pollution-induced environmental risk and availability of quality wildlife and wilderness experiences.

Time line: Start immediately, start to use mechanism in two years.

Objective 4: To improve accessibility of environmental information to Canadians for their daily decision making.

1. Encourage and support a National Environmental Information Network, including (and linking) libraries, clearing houses, and resource centres across the country. This network is intended to increase accessibility for individuals, corporations, and governments so information can be more easily used in decision making. The network should include an on-line directory and referral service.

Time line: Year 1

2. Develop a common cataloguing system and indexing system that would also include non-traditional sources of information. This would allow distribution of non-traditional sources of information through the regular library system.

Time line: Year 2

3. Develop a system of "Science Aid," and make it available to the public, community groups, etc. to interpret/synthesize information and give expert opinions on environmental situations.

Time line: By 1991

4. Release all publicly financed environmental data to the public.

Time line: Immediately

5. Encourage manufacturers of appliances to include life-cycle costs on their appliances, right beside the price tag. Package manufacturers should provide recycling informat' on the package.

Time line: Start now, in place by 1995

6. Standardize terms and labelling so consumers understand the meaning of "recycled" and other environmental terms.

Time line: Start immediately, in place by 1995

7. Ensure easy public access to government environmental information.

Time line: Immediately

Objective 5: To communicate environmental information more effectively and improve the two-way flow of information.

Timelines were not explicitly developed for all action items in this objective. Participants felt it was important to start all mechanisms as soon as possible.

+1. Use a multi-media approach to communicating environmental information, such as the State of the Environment Reports. This approach includes the use of audio, full and still video, music and drama. It allows easier communication across language, culture, and age groups by recognizing that different products and different media are required for different audiences.

Time line: Year 1

Comment -- Development should be at the grass-roots level as well as from the top down. Input should be sought from various groups about their needs.

2. Develop and communicate, in partnership with other governments and business, a "success stories directory" to encourage Canadians to change their practices in favour of the environment.

Time line: Year 1

3. Develop a series of environmental information guides covering a broad range of subjects including hazardous products and alternatives, waste minimization strategies, compliance standards, water conservation strategies, food safety ratings, lifestyle options, environmental programs available through all levels of government and global environmental problems.

4. Implement an on-line directory and referral service in the network of the "National Environmental Library," through use

of 1-800 numbers, computer systems and ALEX-type telephone systems for access to any database (government, non-government, industry, non-traditional sources, etc.)

5. Establish an environmental citizenship program, including a public awareness component similar to PartcipACTION, to promote more environmentally sensitive behaviour.

6. State of the environment reporting should be expanded to include projections and future trends under different scenarios.

7. Encourage provincial/territorial/municipal state of the environment reporting.

Time line: Start immediately, achieve by 1995

8. Use a family of products for the state of the environment reporting. Better formatting, more frequent communication vehicles are required for particular target audiences -- decision makers, specific public groups, teachers, media.

9. Better marketing and distribution of the State of the Environment Report and other environment publications, family of products. Distribute some things through commercial outlets that are at a low cost or subsidized.

10. Encourage regular media reporting on environmental indicators. These should be routine, like weather reports.

11. Encourage development of an informed media to increase balanced and accurate reporting.

12. Encourage and support networks of people to get quick communication of information, for example, Environmental Youth Alliance.

13. Encourage training programs on environmental awareness. Involve youth in these awareness programs.

OVERALL PRIORITIES

The workshop participants identified the overall priorities for action. These are set out in order of importance:

1. Encourage and support a National Environmental Information Network, including (and linking) libraries, clearing houses, and resource centres, etc., across the country. This network is intended to increase accessibility for individuals, corporations, and governments so information can be more easily used in decision making. The network should include an on-line directory and referral service.

Time line: Year 1

2. Use a multi-media approach to communicating environmental information, such as the State of the Environment Reports. This approach includes use of audio, video, music and drama.

Time line: Year 1

3. Establish a neutral agency to ensure that accurate, credible information is available and to set the agenda for research and information collection, assessment, interpretation and reporting environmental information.

Time line: Year 1

4. Review existing systems and develop mechanisms to consolidate and provide access to that information, identify gaps and increase monitoring where required. This includes:

- Creating a "Canadian network for integrated environmental monitoring" to measure the state of ecosystems and their changes due to the influence of both human activities and natural phenomena.

- Expanding the Northern Science Institute to provide more technical and scientific information on Arctic ecosystems that can be used as a basis for legislation.

- Co-ordinating and contributing to the formation of a multi-stakeholder body to compile baseline data on Canada's ecosystems.

- Increasing monitoring programs on water and air quality, forest management practices, changing land-use patterns in agriculture, and the health of the fisheries.

Time line: Year 1

5. Develop and communicate indicators that will provide a representative profile of the state of the environment and will chart progress towards sustainable development, including a "national quality-of-life indicator" and other indices such as a water quality index to accompany the air quality index, household resource usage index in various cities, etc.

Time line: Year 1

6. Develop natural resource and environmental accounting to augment existing measures of Canada's wealth.

Time line: Year 1

7. Encourage and standardize federal, provincial, territorial and municipal state of the environment reporting.

Time line: Start immediately, achieve by 1995

8. Include non-traditional sources of information in reporting. This includes natives, farmers, youth, seniors, etc.

Time line: Immediate

FINAL COMMENTS

The word "information" is used throughout the report. This must be used in the context of the characteristics and content described in the overriding principles. There was particular concern expressed that human health information must be included in environmental information. Other group members, however, wished that it be reflected as part of ecological health.

The group examined the actions proposed by the participants in the regional conferences and the policy suggestions for further consideration, as set out in the synthesis document. Those that had attended regional workshops felt that most recommendations from those consultations were reflected in the report. The action items that the group thought to be important have been included in this report.

The group reached consensus on all points here. There were some concerns with a few of the items, but peoples' concerns were not strong enough to override the desire for consensus in the group. For the most part, the concerns related to beliefs about which types of organizations or groups were most likely to provide balanced, value-free information. One participant especially felt the role of government was to provide such information, and leave the interpretation and evaluation to other groups. Others were not of the same mind, feeling that there needed to be an arms-length relationship from government, or funding of outside groups.

The group was asked for their feedback on the public consultation process. Overall, this seemed to be reasonably positive, especially that it gave an opportunity to work out issues and to meet and discuss issues with a wide variety of people. Some noted that due to lack of time some groups were not able to participate as fully as they desired. There was general hope that the consultation process not end this week.

4. EDUCATION WORKSHOP REPORT

Facilitator: Constance Ramaciere
Rapporteur: Eric Andrade

FACILITATOR'S NOTE

The following report was agreed upon and composed through the group's collective efforts.

WORKSHOP VISION

Given that our land speaks to the historic identity of all Canadians;

Given that we do not inherit this world from our parents, but borrow it from our children;

Given that Canadians, along with the global community are now faced with the greatest challenges ever to preserve the life support systems of the planet;

It is recommended that the Government of Canada, adopt by 1992, a Canadian Charter on the Environment to guide and focus Canadians' efforts for achieving sustainability of the environment, our communities and life styles both in our own country and on the planet.

This Charter of Rights must be infused by a visionary mission statement conveying that Canada will work with diligence and urgency to set our own house in order to the greatest degree possible by the year 2000, and play a leadership role in promoting and fostering sustainability throughout the world.

MISSION STATEMENT ON EDUCATION

Lifelong education is critical to changing the values, attitudes and behaviours that are essential to implementing all aspects of The Green Plan in order to achieve a sustainable environment.

GUIDING PRINCIPLES ON EDUCATION

Education:

* Should be fostered by example (that is, the federal government serving as a role model in its activities).

* Should be based on principles supportive of a sustainable environment.

* Should enable the individual to take part effectively in the decision-making process leading to responsible action.

* Should enable people to be creative and critical thinkers allowing them to examine issues from all sides leading to independent conclusions.

* Should be process- and content-oriented, rather than just content-oriented, thereby facilitating movement from

information to wisdom and from awareness to action.

* Should be proactive and preventive in preference to remedial in nature.

* Should be considered a vital investment with excellent returns and benefits.

* Should be relevant and experiential in nature.

* Should occur through a variety of delivery systems and vehicles including the following (in no particular order of priority):

- cultural activities;

- regional community-based organizations such as non-governmental organizations (NGOs) and businesses;

- "formal" education such as schools, community colleges, and universities;

- media; and

- many other educational and social delivery systems.

* Should be accessible to everyone in the most expedient means possible

* Must enable individuals and groups to recognize that their decisions and choices have far reaching global consequences.

Over the two days of the workshop, participants agreed upon eight recommendations. They wished to highlight three recommendations (A,B,C), which received broad support. All other recommendations were recognized as being important.

RECOMMENDATIONS

Preamble: Federal funding must be assigned to support all recommended initiatives with a focus on national and local/community programs.

A.

Establish an environmental citizenship program including:

a) a public awareness component similar to Participaction to promote more environmentally sensitive behaviour;

b) a national cultural festival during Environment Week;

c) an environmental awareness campaign for television and radio;

d) an expanded Environmental Partners Fund to include educational action-oriented programs nationally and at the community level.

B.

a) Through the Canadian Council of Ministers of the Environment, in consultation with the National Round Table on the Environment and the Economy and the Council of Ministers of Education, establish a multi-stakeholder task force with a mandate to develop, for implementation in 1992, a holistic education action plan for Canadian schools, colleges and universities. Program development regarding formal education initiatives should be considered from a global, a national and a provincial perspective.

b) Establish contact with appropriate national volunteer organizations (NVOs) or groupings of NVOs for the purpose of developing an environmental action plan for the voluntary sector --

1) to sensitize the voluntary sector to the issue of environmental citizenship;

2) to create and/or deliver environmental education programs and initiatives to the general public.

C.

Establish an "environmental education co-ordinating agency" with a focus on information and resources and attached to the office of the Environmental Education and Training Branch.

The following initiatives would fall under that agency:

- Establishing a speakers' bureau in co-operation with other stakeholders. The bureau would provide visiting speakers to schools, service clubs, and other audiences to discuss various environmental issues.

- Promoting and making available environmental success stories about such topics as new environmental technology, natural resource management techniques, energy conservation measures and sound industrial processes;

- Establishing an "environmental education information centre" that would identify, organize and provide access to all sources of information relating to environmental education programs, activities and materials.

D.

In response to environmental legislative initiatives, develop, where needed, technical and legislative training programs that address the ability to introduce the new environmental strategies to Canadians as quickly and effectively as possible.

E.

Establish a "national advisory council on environmental education" that would work with all stakeholders to co-ordinate an annual national conference on environmental education.

F.

a) Support the creation by the Government of Canada of a national youth advisory council on the environment. Such a council would provide the Government with a youth perspective on environmental issues, facilitate national participation of youth, advise and contribute to national youth conferences on the environment and create a national youth network. Such a council would give youth access to the decision-making system and would allow for a cohesive youth voice in the system. This would permit youth to educate other youth, since youth themselves are the most qualified to teach other youth.

b) The Government, with the direct involvement of such a council, should encourage environmental awareness in youth by supporting summer employment in environment-related jobs.

G.

That a percentage of the budgets of all federal departments be dedicated to environmental education, training and interpretation.

That environmental interpretation and education programs at national parks and historic sites as well as the Canadian Wildlife Service's educational and interpretive programs and centres be re-established.

H.

Establish a bi-annual environmental education report card prepared by the Environmental Education and Training Branch that would highlight the progress made.

IN CONCLUSION

From the 14 "Suggestions For Further Consideration" presented in the synthesis document, eight new, merged or redefined recommendations received full consensus by the participants in the workshop.

Suggestion number 7 in the synthesis document,

"Enhance the Environmental Choice Program for the identification and labelling of environmentally friendly products"

was considered to be informational in nature and was referred for inclusion in the "information" section of the report.

Although time constraints could not allow for full discussion of objectives and actions contained in the "education" section, participants expressed deep concerns that these be included in The Green Plan's final version.

5. LEGISLATION/REGULATION/ENFORCEMENT WORKSHOP REPORT

Facilitator: Dawna Jones
Rapporteur: Dorli Duffy

INTRODUCTION

The group comprised a well-balanced mix of industry and business associations, environmental special interest groups (largely environmental law associations), federal employees representing Environment Canada, Justice Canada, and Industry, Science and Technology Canada, a representative from the Saskatchewan government, academic and professional associations. A few of the participants came as observers to the process.

Participants decided to focus discussion on the overall process rather than the specific content of the policy suggestions proposed in the draft document. Once the issues were identified, action plans were generated and individual actions and recommendations were reviewed to assess the degree of consensus and highlight the source of any disagreement. All issues identified for discussion were seen as high priority. It should be noted that a lack of consensus was often not the result of basic disagreement, but more often reflected a lack of detailed information on the implications of moving forward with legislative actions, or a lack of understanding of the legal infrastructure.

Overall Aim

The vision for the future is to achieve a clean, healthy environment.

ISSUES IDENTIFIED

Issues were identified and later grouped into theme areas for discussion and action planning.

Issues:

1. Develop a process for setting priorities for improving environmental quality. Elements of this process could include improved science, risk identification, tools, public consultation, and clear communication.

   Linkage: Decision-making workshop.

2. Influence political will towards action on the environment through the development of decision-making processes.

3. Establish ways to create and achieve good legislation.

4. Outline ways to achieve compliance.

5. Identify issue areas for target and priority setting.

6. Set timelines for action.

7. Clarify jurisdictions, mandate, and political will.

Means:

1. Develop a working mechanism by which federal/provincial co-operation can be achieved.

2. Establish a process by which the legislative agenda can be achieved.

8. Solve the immediate problems by enacting legislation that is in the works and setting targets for future legislation.

9. Outline the actions that need to be done now.

10. Make the environmental legislative agenda a priority within Cabinet.

11. Give environment the necessary resources within the federal government.

Major Themes

1. How to achieve compliance
   - including enforcement.

2. What needs to be done now
   - immediate legislative agenda
   - future
   - priority issue areas for legislation and regulation.

3. Effect political will
   - priority setting.

4. Clarification of jurisdiction/mandate.

5. Need for an improved system for making and reforming legislation, regulation and policy.

ACTION PLAN FOR HOW TO ACHIEVE COMPLIANCE

The group identified and reviewed the actions and formulated them into recommendations. They achieved a consensus on all recommendations developed for this issue area. Recommendations are presented first and a list of individual action statements raised by participants follows.

RECOMMENDATION #1

Develop good compliance monitoring and reporting with the aim to evaluate effectiveness. Make this publicly available.

Actions: Make monitoring the responsibility of regulatees subject to audit by the regulator.

Identify the roles of regulator, regulated industry and the community.

Give the community formal mechanisms to obtain information.

Who: The relevant authority for implementing the piece of legislation (federal).

Time: One year to have reporting requirements under existing legislation.

RECOMMENDATION #2

Establish a reporting system and make the data accessible.

Actions: Collection of regular monitoring and compliance data.
Time: Make data available on an ongoing basis.

Who: Regulators.

Report on tools used to respond (abatements/prosecution).

Time: Make data available on an ongoing basis.
Who: Regulators.

Evaluation and analysis to assess the effectiveness of the tools used.

Who: Regulators and whoever wants to use the information.

RECOMMENDATION #3

That immediate action be taken to clarify regulatees duties.

Means: Consultation aimed towards legislation.
Who: Justice Canada.
When: Now.

RECOMMENDATION #4

Through consultation, develop and implement compliance policies for all environmental legislation, include a balance of incentives, persuasion and sanctions. Include identification of a range of tools to achieve compliance.

Time: Two years.
Who: Relevant regulators (with public input).
Implications: Resources/people.

Identify the range of options for compliance (includes economic incentives, etc.) Consolidate options identified in other workshops and identify the options by category (i.e. incentives, persuasion and sanctions).

Who: Federal government.
When: Within one year, incorporate Section 108/109 of Canadian Environmental Protection Act (CEPA) in all environmental legislation.

RECOMMENDATION #5

In order to make government accountable, implement the right of private prosecution (under existing legislation) without unreasonable interference from the Crown. Alert regulators to their duty to enforce their own legislation.

Rationale: Government should be accountable for unreasonable regulations. The Attorney General should be required to provide the reasons why a prosecution is being stayed.

Who: The Attorney General.
When: Start now, completion in two years.

RECOMMENDATION #6

Strengthen and/or develop a program (primarily to assist medium and small businesses)of information and education for those being regulated so that regulatees know:

1. If they are being regulated.
2. What is required of them.
3. How to comply.

Who: Industry, Science and Technology Canada (ISTC) (lead agency) and other departments.
When: Ongoing

Linkage to the Education Workshop: Extend accessibility of industry information to the public.

RECOMMENDATION #7

In order to assist industry compliance, establish an "environment bureau" to provide technological know-how for medium and small businesses.

Allocate adequate resources to implement compliance policies in a co-ordinated manner with other jurisdictions.

RECOMMENDATION #8

Establish a national training program for environmental enforcement officers.

When: 1. As needed.
2. Immediate for Environment Canada.
Who: Relevant regulators.

RECOMMENDATION #9

Separate abatement (compliance schedules) and enforcement roles within individual departments.

Rationale: To separate the regulator and the regulatee.

Develop a communication link to co-ordinate roles. Establish the function within the department but separate from the activities.

Implication: Allocation of appropriate resources.
Who: All federal regulators.
When: Start now with a 2-year target.

RECOMMENDATION #10

Set policy to promote the voluntary use of environmental audits by industry (including an action plan).

Purpose: Promotion of environmental audit practices; management audit as a tool.

Who: Federal government lead provinces to adopt similar policies.

When: Now and ongoing.

Assist companies to establish environmental audit practices by disseminating information on audits and developing standards for various audits. Adopt what is in CEPA.

Means:
1. Hold workshops on environmental audit methods, procedures, and protocols.
2. Develop information material.

Who: Environment Canada in concert with the Auditor General.

Self audits should be done by government agencies and Crown corporations.

RECOMMENDATION #11

Promote enhanced corporate environmental culture by altering how much importance is given to environmental issues in decision making.

Actions: Publicize model corporate policies. Incorporate environmental considerations into all decision making. Link this recommendation to the output of the Decision Making, Education, and Partnerships workshops.

Who: Federal government .

RECOMMENDATION #12

Define compliance as conformity to the law.

Action statements for the above recommendations are presented as they were identified by participants.

1. The need for good compliance reporting to determine who is and who is not complying.

Establishment of systematic compliance reporting using a database.

2. Enforce standards. Penalties should reflect the seriousness of the problem, and chief executive officers and directors should be held accountable.

3. Create a duty to comply for officers.

4. Develop and implement compliance policies for all environmental legislation.

5. Include a balance of incentives, persuasion and enforcement.

6. Increase the number of options to achieve compliance. Ensure that the regulation is a good one, that compliance is achievable, fair, equitable, and understandable. Screen existing legislation for enforceability.

7. Embody in new and existing environmental legislation the right of citizens to compel an investigation (similar to that found in CEPA).

8. Set up a system of accountability.

9. Strengthen and/or develop a program of education and information for those being regulated so that regulatees know:

a) If they are being regulated.
b) What is required of them.
c) How to comply.

10. Allocate adequate responsibility to implement compliance policies.

11. Establish a national training program for environment enforcement officers.

12. Separate abatement (compliance schedule) and enforcement roles within individual departments.

13. Produce a public report on tools used to achieve compliance. Determine what works, the adequacy of the tools and whether the ways of achieving compliance are accountable.

14. Set policy to promote the **voluntary** use of environmental audits by industry.

15. Monitor performance of regulatees and regulators.

16. Make compliance records and actions publicly available.

17. Promote change of corporate environmental culture.

18. Define compliance as conformity to the law.

ACTION PLAN FOR WHAT NEEDS TO BE DONE NOW

To develop the following recommendations, the participants identified and reviewed the actions in one step.

RECOMMENDATION #1

Amend to Criminal Code to deal with serious environmental offences.

No consensus. Concern centred on the implications of making individuals subject to criminal charges for environmental damage.

RECOMMENDATION #2

Develop and implement by 1991, a Drinking Water Safety Act, setting national standards for drinking water. (See suggestion 3, page 26 of A Report on The Green Plan Consultations.)

Consensus.
Time: By 1991.
Who: Health and Welfare Canada.

RECOMMENDATION #3

Enact an Environmental Bill of Rights.

No consensus. Some participants felt that the intent of such a Bill was being addressed in other recommendations of this workshop.

RECOMMENDATION #4

Review existing legislation, regulations, policies and agreements (both national and international) to ensure that they are consistent with the overall objectives of The Green Plan.

Consensus.
Time: Now to five years

RECOMMENDATION #5

Canada needs to develop a strategy for reduction of hazardous wastes for disposal to meet government policies for reduction and recycling of wastes by the year 2000.

Consensus.
Time: One year, including consultation and draft legislation.

RECOMMENDATION #6

Enact a National Energy Efficiency Act to set minimum efficiency standards for appliances, motors, equipment, and other products. (Suggestion 7, page 26 of A Report on The Green Plan Consultations.)

Consensus.
Time: Now.

RECOMMENDATION #7

Develop a strategy to eliminate persistent toxic substances (zero discharge) according to a specific timetable.

Lack of consensus. Disagreement was over the word **eliminate** although there was agreement on the intent of the recommendation. The concern was that increasing sophistication of monitoring techniques would make this target unrealistic and unachievable.

RECOMMENDATION #8

Repeal the Nuclear Liability Act.

No consensus. Concern was expressed about the implications of such an act including the potential to shut down the nuclear energy industry.

RECOMMENDATION #9

Establish a centralized information service that will direct legal enquiries and complaints to the appropriate federal or provincial department. (Suggestion 13, page 26 of A Report on The Green Plan Consultations.)

RECOMMENDATION #10

Raise the priority for environmental law on the legislation and regulation agenda. Give it top priority.

Consensus.

RECOMMENDATION #11

Develop a national strategy for progressive reduction of overall chemical pesticide use. A legislative initiative with timetables should be developed.

Consensus.

RECOMMENDATION #12

Enact a federal environmental licensing and permitting scheme for any federally owned or operated facilities or activities on federal lands.

No consensus. Some participants felt that the federal government did not need to license itself.

RECOMMENDATION #13

Strengthen the mining waste discharge requirements in the Metal Mining Liquid Effluent Regulations, under the Fisheries Act. (Suggestion 12, page 26 of A Report on The Green Plan Consultations.)

Consensus.

RECOMMENDATION #14

Pass legislation to prohibit import and export of water through inter-basin diversions.

Consensus.

RECOMMENDATION #15

Regulate sustainable yield forest management for federal forest lands.

Consensus.

RECOMMENDATION #16

Create legislation to protect flora and fauna, including a federal Endangered Species Act and a federal Ecological Reserves Act. (Suggestion 5, page 26 of A Report on The Green Plan Consultations.)

Pass a Wild Animal and Plant Protection Act to control the illegal trafficking of wildlife into and out of Canada. (Suggestion 9, page 26 of A Report on The Green Plan Consultations.)

Strengthen the Migratory Birds Convention Act by establishing regulations to create new migratory bird sanctuaries and increase penalties for violations. (Suggestion 20, page 26 of A Report on The Green Plan Consultations.).

Pass new regulations under the Canada Wildlife Act to increase penalties for violations and establish new wildlife areas. (Suggestion 21, page 26 of A Report on The Green Plan Consultations.)

Consensus on all of the above.

RECOMMENDATION #17

Develop national standards, policies, codes and regulations for wastes to achieve the 50 percent waste reduction goal. (Suggestion 24, page 26 of A Report on The Green Plan Consultations.)

Consensus.

RECOMMENDATION #18

Through a Canada Oceans Act, enhance the legislative basis for adopting several key elements of the Law of the Sea Convention, including provisions to create a 200-mile "exclusive economic zone," assert Canada's interests in migratory species and stocks straddling the 200-mile limit, provide for the creation of marine protected areas and strengthen the legislative basis for ocean science. (Suggestion 8, page 26 of A Report on The Green Plan Consultations.)

Consensus.

RECOMMENDATION #19

Incorporate the principles of environmental protection in the Charter of Rights and Freedoms.

No consensus. Discussion centred on implications for the litigation load and where decisions should be made; by policy makers or by the courts. There was also discussion over the problem of defining and enforcing a clean, healthy environment.

RECOMMENDATION #20

By 1994, enact under the Motor Vehicle Safety Act, requirements for stricter controls of emissions of new motor vehicles (California emission standards). (Suggestion 11, page 26 of A Report on The Green Plan Consultations.)

ACTION PLAN FOR EFFECTING POLITICAL WILL

Issue: Lack of confidence in direction and commitment to environmental protection.

Participants want clear evidence by all governments of commitment to environmental protection by:

1. Action.
2. Appropriate allocation of resources.
3. Acting on what needs to be done.
4. Setting priorities and involving stakeholders in the process.
5. Developing a clear environmental policy statement.

6. Becoming a leader at the international level in the environmental area through the promotion of global solutions to global problems.

Consensus.

ACTION PLAN FOR CLARIFICATION OF JURISDICTION AND MANDATE

RECOMMENDATION #1

Urgently establish an efficient federal/provincial review process for environmental assessment where there are shared federal and provincial areas of responsibility.

Consensus.

Time: Immediate.
Who: Federal initiative.

RECOMMENDATION #2

Wherever jurisdiction allows, that the federal government act as a catalyst for provincial action by issuing guidelines or regulations that set base national standards.

Lack of consensus. Concern stemmed from the fact that the federal government cannot enforce provincial legislation.

RECOMMENDATION #3

Federal government should assert its jurisdiction and mandate where it exists.

Consensus.

RECOMMENDATION #4

Federal government prepare a written opinion on what it believes its jurisdiction is.

No consensus. Debate revolved around the inability to reach agreement based on opinions.

RECOMMENDATION #5

That there be agreement by first Ministers on what their jurisdiction is.

No consensus. While Ministers would be provided with legal advice, there would not be agreement on what their jurisdictions are.

RECOMMENDATION #6

That confusion over jurisdiction not be used as grounds for failure to act.

Consensus.

RECOMMENDATION #7

Expand the use of co-operation between federal and provincial administrations. Administrative arrangements would be put into effect through formal written agreements. These should be open to public scrutiny and stakeholder input. There must be a timetable to achieve this. Set clear criteria for the agreements. The federal government should retain the right to intervene and exercise discretion.

Consensus.

RECOMMENDATION #8

That through different mechanisms, third parties should be able to compel parties to a federal/provincial agreement to live up to their obligations.

Lack of consensus. Concern was expressed that the public does not have the power to break such agreements.

ACTION PLAN FOR IMPROVING THE DECISION MAKING PROCESS FOR MAKING AND REFORMING LEGISLATION, REGULATIONS AND POLICIES.

RECOMMENDATION #1

Develop a comprehensive database based on impeccable science to be used as one factor to set priorities and measures of progress. Summaries should be published annually.

Consensus.

RECOMMENDATION #2
Develop and use a comprehensive priority-setting process that would include (among others) elements such as: Risk identification, cost/benefits to society, consultations etc.

Consensus.
Who: Prime Minister.
Time: Now.

RECOMMENDATION #3

Develop the legislation and regulations for priority issues on the basis of priority.

Consensus.

RECOMMENDATION #4

Establish a long-term strategic plan that would allow for research and development of clean technologies and advanced control processes.

Consensus.
Who: ISTC.
When: Start now with completion in two years.

RECOMMENDATION #5

Ensure that the proposals for legislative action are technologically reasonable and feasible even if they are technology-forcing, and that the consequences of action or inaction are understood.

No consensus. Debate centred on whether legislation should be technology forcing and whether the right should exist to legislate businesses out of existence.

RECOMMENDATION #6

Ensure consultation at the front end of the legislation, regulation and agreement-making processes.

Consensus.

RECOMMENDATION #7

Separate promotion and development from environmental regulatory responsibilities. For example, separate the Atomic Energy Control Board from Energy, Mines and Resources.

Consensus.

RECOMMENDATION #8

Appoint an Assistant Deputy Minister of Environment in each department responsible for implementation of the Government environmental policies and law.

Consensus.

RECOMMENDATION #9

Put in place an Environment Auditor General who reports back to Parliament (not to a Minister). Role: to see whether departments are complying with legislation and policies, and to report on progress towards established objectives.

Consensus.

RECOMMENDATION #10

Develop a comprehensive program for participant funding in the consultation process.

Consensus.

RECOMMENDATION #11

Adopt a model public participation process with the following elements:

1. Specified timeframe on whole process to come up with a plan.

2. Detailed advance information distributed to all stakeholders.

3. Develop and use issue identification process that includes consultation by stakeholders.

4. Stakeholder participation in preparing elements of the plan. Critical aspect is provision of detailed advance information needed for decision making.

Consensus.

REQUEST

That the draft of The Green Plan that will go forward to Cabinet on legislation, regulation and enforcement be reviewed by some members of the group.

We feel what we are doing is important.

SYNTHESIS

The actual record of discussion appears intact in the preceding text and should serve as the sole point of reference for participants' advice. The following is an attempt to summarize what emerged as overall highlights. Generally, there was a high level of consensus among this group representing a variety of

interests. Representatives came to the table prepared to work co-operatively, to identify realistic actions, and to set priorities and targets. In reviewing specific actions, discussion focused on the basis for agreement and the rationale for disagreement.

In summary, lack of consensus stemmed from:

- the actual implications of any given action;
- the lack of information on what the implication or consequences were of proceeding with legislative or legal action;
- the intent that the recommendation might be better achieved in other ways;
- the choice of wording;
- the question of where decisions should be made; by policy makers or by the courts and which tools were appropriate for effecting change.

All participants worked together to find solutions to any areas of disagreement.

In the course of working through the recommendations several overriding messages to governments and ministers emerged. They were:

1. We want clear evidence by all governments of commitment to environmental protection by:

1. Action.
2. Appropriate allocation of resources.
3. Acting on what needs to be done.
4. Setting priorities and involving stakeholders in the process.
5. Developing a clear environmental policy statement.
6. Becoming a leader at the international level in the environmental area by promoting global solutions to global problems.

2. Adopt a model public participation process to be used at the front end of policy formulation with the following elements:

1. Specified timeframe on whole process to come up with a plan.

2. Detailed advance information distributed to all stakeholders.

3. Develop and use an issue identification process that will include consultation by stakeholders.

4. Stakeholder participation in preparing elements of the plan. Critical aspect is provision of detailed advance information needed for decision making.

Since the group felt that what they were doing was important, the request was made that some members of this workshop review a draft of the section of The Green Plan on legislation, regulation and enforcement that will go forward to Cabinet .

6. ECONOMIC INSTRUMENTS WORKSHOP REPORT

Facilitator: Charles Hayles
Rapporteur: Rachel Gauvin

Participants

The two-day workshop was comprised of representatives from the oil industry; the forestry, mining and agriculture sectors; environmental groups, including environmental biologists; business associations; federal departments and the environmental law and policy sector.

Main themes of discussion

Participants were asked to study five recommendations issued in the A Report on The Green Plan Consultations and to provide the Government with specific recommendations on priorities. The five suggestions for consideration put forth in the report were:

1. Release a green paper on economic instruments, including tax measures, and initiate multi-stakeholder consultations in the spring.
2. Implement pilot programs as part of the process to assess the merits of specific economic instruments.
3. Support a research program on economic instruments outside government. Its purpose would be to expedite the implementation of economic instruments by encouraging practically oriented work.
4. Develop satellite environmental national accounts.
5. Make use of innovative economic instruments to fund The Green Plan.

Overview of the workshop discussions

Participants generally agreed that the five recommendations were well targeted. However, most felt the need to better define **the role and purpose** of introducing economic instruments as a means of sharing the costs involved in the development and implementation of The Green Plan. Added to this, were the **criteria** for selecting economic instruments and **possible application areas.**

During the opening comments, participants shared their interests on the topic of economic instruments. Some believe that the present marketplace cannot solve the problems alone and that there is a strong need for economic levers. Others stated that there is an urgency in developing economic instruments to ensure progress on environmental issues because legislation and regulation are limited in what they can accomplish. However, participants agreed that sound, co-ordinated information is fundamental for the development of instruments that will succeed in alleviating some environmental problems without creating new ones.

Defining economic instruments

Many participants agreed that there was a need for more understanding and a better definition of the term "economic instruments." A number of interpretations were put forth such as:

- A way of provoking changes to occur in the area of demand and supply;
- Measures that would/could affect full costing;
- A vehicle to transfer issues on an international basis, etc.

One participant also pointed out that, in the context of environmental development, economic instruments could be applied in two distinct phases. In each case, the instruments required would vary. Measures such as firm codes of conduct, constraints and restrictions could be used to eliminate practices that do not adhere to the concept of sustainable development in the clean-up phase. In the development stage, new and viable instruments should be introduced with less intervention from governments. Participants also recognized the need for a new "level playing field" (such as the removal of subsidies that distort the market) along with the need for full circle costing associated with the introduction of economic instruments.

All of the participants agreed that economic instruments are "tools" that can be used in some cases to alleviate some of the problems encountered; they cannot entirely replace the use of the "command and control" mechanism but they can complement this method. However the concept of economic instruments was judged to be sound and that these instruments should be used to promote ecologically sustainable development.

Possible applications

Participants spent some time reviewing the possible applications of economic instruments either in a form to complement command and control mechanisms or in a self standing form. Projects already implemented or being drafted to study the feasibility of

introducing economic instruments in industries were described by various participants. As an example, workshop participants discussed the Canadian Petroleum Association's project for studying the pros and cons of introducing "tradeable permits" for NOX/VOC, CH_4, CO_2 and CFCs. In addition to covering the important greenhouse gases, the project visualizes inter-sectoral trades that could include both gas and coal fired electrical generation plants. Some participants encouraged the development of a NOX/VOC project in the Sarnia-Quebec corridor, although there were reservations expressed that a project concerned with only one greenhouse gas could lead to increases in other greenhouse gases therefore reducing the net benefit. The importance of net-benefit analysis was emphasized.

Examples were provided to demonstrate the complexities associated with selecting appropriate mechanisms to reach environmental goals. It was agreed that there are no general solutions; different problems require distinct solutions. With respect to atmospheric issues, two important comments were made:

- An air-shed approach should be used, rather than trying to manage the problem in the area of maximum concentration.
- Understanding the relation between ozone and other ground level gases is essential for attaining good results.

Cost effectiveness of environmental programs was a major concern for all participants and economic instruments were viewed as a means of achieving environmental goals in a cost effective manner. However, surveys have shown that business executives would like to move into this new area cautiously to ensure that economic instruments are more cost effective than point-of-emission controls.

Further studies are needed to ensure proper selection and application of instruments and to ensure that such instruments are cost effective, efficient and most of all that they are capable of achieving environmental goals. The need for good analysis, including cost benefit analysis, was repeated once more and some industries showed willingness to offer advice to government on complex issues such as global warming. Moreover, participants stated that projects must be designed with clear objectives (such as air zone, watershed, etc.). Besides being easily identifiable, projects should have clearly stated goals, realistic time frames and should provide for periodic evaluations.

Lack of proper funding for attaining environmental goals was brought up and participants agreed that pilot projects should receive financial support from the federal government. They

agreed that the federal government should consider supporting, through The Green Plan, projects pursuing the following environmental goals of:

- To improve energy efficiency;
- To reduce pollutants;
- To reach environmental goals by changing pricing;
- To influence the use of resources;
- To deal with market failure to manage the environmental issues in the Canadian economy.

Criteria for the selection of economic instruments

Participants spent some time on the question of selecting criteria that would help the federal government set priorities in its implementation of economic instruments. They stated that specific economic instruments could be useful for immediate action towards environmental goals. However, they all agreed that the selection of projects should be made on the basis of criteria consistent with sustainable development. They also agreed that, given the right choice of instrument, social behaviour and corporate cultures could be modified. Moreover, proper instruments could lead to more efficient utilization of resources.

The following is a list of criteria suggested by the participants for the selection of suitable economic instruments:

1. Economic efficiency: The approach chosen should consider the economic costs and benefits, favouring instruments with the lowest costs for achieving environmental objectives. Administrative costs should be included.

2. Socially equitable: The costs and benefits should be equitably distributed among all those affected -- individually, regionally, among industries, etc.

3. Environmentally achievable: Economic instruments must be those that can be implemented in a timely manner to address environmental objectives.

4. Acceptable: Economic instruments should be practical and within the legal, cultural and political framework.

5. Reinforce sustainable development: The use of economic instruments should be consistent with the concept of sustainable development.

6. Focused and measurable: They should allow us to evaluate progress.

7. Community involvement: Communities should be involved through consultation processes in both the evaluation and implementation phases of economic instruments.

8. Incorporate social costs: Economic indicators should include all those social or external costs that are not borne directly by the decision makers.

It was noted that social equity might be difficult to achieve for low-income sectors in such areas as full-cost pricing of water and sewage treatment services. These costs might well double or triple. In these cases equity might be achieved by providing assistance to buy low water use toilets and shower heads and by selling a small monthly volume of water at lower prices to cover basic needs. Agricultural use would also be a problem.

Proposed green paper on economic instruments

Workshop participants endorsed the idea of a green paper on economic instruments as described by government representatives; that is it would be focused on specific projects and not a conceptual assessment. They commented that a consultation process must be included as part of the design and not simply added on at the end. Consultations should include those participants already involved in defining specific economic instruments.

All participants agreed that the green paper on economic instruments should go beyond the theoretical framework to provide a full, complete and comprehensive understanding of the concept and the use of such instruments. Legal implications related to specific economic instruments (such as tradeable permits) should be analyzed and the need for modifications in existing legislation should be taken into account. Legal considerations should include national and international or trans-boundary issues.

Participants felt that the federal government should use a holistic approach in preparing the green paper on economic instruments. Lateral considerations or unintended side effects were seen as essential considerations in order to obtain a comprehensive understanding and analysis of the issues and for ensuring cost-effectiveness.

The document should also encompass relevant information as to the possible uses of economic instruments, economic assessments of various instruments, full analysis of costing, implementation measures, evaluation mechanisms and suggestions for application in specific areas.

Pilot programs

Workshop participants did not discuss the merits of specific economic instruments in depth. Instead, they shared information and experiences on what they perceive as innovative ideas to meet environmental goals. They agreed that government should be supportive of projects that provide new and interesting ways to deal with specific issues.

The group put forth a list of activities that are or could be under way and that were deemed as positive, productive projects applicable to pilot programs. The following is an illustrative list of such projects:

- The **Canadian Petroleum Association** study for the application of tradeable permits to deal with NOX/VOC, CH_4, CO_2 and CFCs.

- **Improving on the O.M.M.B. Blue Box** (beverage can) system to include other recoverable/reusable products (such as metal containers, aluminum pie plates) and to find better ways of improving consumer behaviour modification (such as soft programs: education, advertising, etc.).

Some participants would like to see deposit refund systems extended to cover soft drink and other containers. While not opposed to Blue Box programs, they were concerned that without deposit refund programs, the Blue Box alone would increase recycling at the expense of more environmentally effective reuse options.

It was argued, however, that legislating deposit/refund could freeze technology development of more environmentally supportive recycling technology.

It was argued that the federal Environmental Choice program should be asked to examine this area with a view to producing effective standards.

It was also noted that unclaimed deposits should be held in a trust account to be used for environmental purposes (now done in Alberta).

- Projects involving **water costing** to better analyze the effects of lack of control and subsidization on consumer behaviour, and to study the feasibility of introducing **full cost accounting**, including the economic effects it could have for lower income families, for the promotion of better water management practices and consumer consumption.

- Pursue work already started in the management of **NOX/VOC plan** to introduce the use of economic instruments, for more

flexibility. Case studies should be undertaken to determine the possible application of tradeable permits in various regions and for various projects. However it is important to take into account the feasibility of applying tradeable permits in light of geographical and atmospheric considerations as well as the potential for creating new economic and environmental problems. The plan should be presented to various stakeholders to ensure that it is on track and to prevent implementation problems.

Environmental national accounts

Participants agreed that there is a need to develop a sound statistical basis for measuring progress towards sustainable development. The natural resource accounting system is a step in this direction. It should include a balance sheet of the assets in the inventory of natural resources as well as environment indicators capable of measuring the state of the environment. The system could be developed starting with the easier to evaluate resources (such as oil and gas, coal and timber) moving toward the most difficult resources (such as wildlife and marine habitat) and human capital and knowledge.

Independent research was considered to be useful and much is going on today. The group did not see this area as a priority for government spending. Funding of The Green Plan through economic instruments was not seen as practical. Green toxic symbols on products producing pollutants were discussed, but there was much opposition to the idea.

The area of funding suffered through a lack of time.

Included is also a recommendation presented to workshop participants by Ralph Makikis of the Tribal Chiefs Association in Alberta. The recommendation was not discussed nor was it endorsed by workshop participants. Moreover, it is to be received as a **personal** recommendation, not one issued by the Tribal Chiefs Association:

THAT all current emissions in all industrial sectors (mining, oil, gas, forestry, agriculture, etc.) be capped now.

The Green Plan developmental process and the challenging objective of sustainable development through economic instruments without capped emissions in all industrial sectors will not reflect any change in achieving the goal of sustainable development. No matter what economic indicators are used, the private cost or social cost of environmental pollution and degradation, of all government legislation and industrial activity and functions in all sectors, requires that existing cause to this environmental pollution and degradation be capped now.

7. DECISION MAKING WORKSHOP REPORT

Facilitator: Ray Vles
Rapporteur: Deborah Bradley

Seventeen people participated in the workshop on "Changing Decision Making Processes." After discussing a variety of ways of proceeding, the group decided to review the section on decision making in the A Report on The Green Plan Consultations. The participants discussed a number of issues under the four heading in the report:

- changing the way decisions are made
- accountability for environmental decisions
- the environment assessment review process
- government leadership

Before the discussions got underway, one participant noted that the Report made no reference to territorial governments, only provincial governments and the Canadian Council of Ministers of the Environment. He felt that since the territorial governments will be affected by The Green Plan, they should be mentioned explicitly in the report.

CHANGING THE WAY DECISIONS ARE MADE

The major problem identified by participants regarding the decision-making process was a tendency for government departments and for governments to act on their own without proper consultation with other governments, government departments and stakeholders. The group began by discussing the importance of consultation, but concluded that the concept of partnership would be a more effective way of conveying the importance of working together to achieve better decision making. The group made a number of recommendations that they felt would strengthen partnerships in decision making within governments, between governments and with stakeholders.

On the question of intragovernmental decision making, one participant from the mining industry gave the example of Energy, Mines and Resources, which he felt did not adequately integrate environmental factors in its decision making, and whose relationship with Environment Canada was conflictual instead of co-operative. He felt that this situation was a major obstacle to the achievement of environmentally sound economic development.

Another participant, representing a provincial government, expressed major concerns about what he perceived to be a lack of respect on the part of the federal government for provincial jurisdictions. He gave several examples of how the new Environmental Assessment Review Process legislation could lead to conflict between the two levels of government resulting in overlap, duplication and regulatory uncertainty.

The group discussed the situation at some length and agreed to the following statements:

Recognizing that the sectoral structure of economic ministries has not been conducive to the integration of environmental considerations into economic decision making and development programs, the federal government should undertake to make appropriate structural and procedural changes within those ministerial areas to ensure that ministers and their ministries become fully accountable for **all** the effects arising from their policies and programs. They should assume responsibility for the promotion of environmentally sound economic development programs in their sectors, thereby institutionalizing the concept of sustainable development as a fundamental objective for all sectors and departments of government.

To facilitate this development, the Prime Minister should appoint a senior level, expert Task Force, independent of the established bureaucratic structure, to review the structural options, including matrix type organizations, linking horizontal and vertical ministerial functions; the need for federal/provincial interaction in these matters; and the experiences of other jurisdictions. The Task Force should be required to complete its reviews and submit recommendations to the Prime Minister by a fixed date.

A second statement was also accepted:

In making decisions, government should set measurable objectives, both for the economy and for the environment. Government must be accountable for its decisions and for shortfalls in achieving its objectives. Some participants in the group expressed concerns about how measurable objectives are set and implemented, and indicated that this needs further study.

Government must be prepared to monitor and evaluate the effectiveness of its decisions (both economically and environmentally) and use the resulting feedback as a basis for adjusting and fine-tuning its decisions to the benefit of both the environment and the economy.

Government decision making must incorporate and encourage stakeholder participation starting at the early planning stages.

Government must be willing to change its decisions in response to feedback with the goal of better balancing/integrating environmental and economic objectives. While all participants agreed that interjurisdictional co-operation was desirable, there was no agreement regarding the ability of the federal government to intervene in cases where provincial environmental assessments were not done to the satisfaction of all stakeholders. Some participants felt that the federal government should be able to intervene, while others felt that respect for the constitutional responsibilities of each level of government must be paramount.

The group agreed to the following statements regarding interjurisdictional co-operation:

1. Effective decision making on environmental matters can only be accomplished by true partnership among stakeholders.

2. That partnership must be characterized by mutual respect for the rights, responsibilities and capabilities of all partners.

3. Unilateral decision making on environmental matters is no longer acceptable.

4. International commitments on the environment that affect stakeholders in Canada must not be made without consulting those affected.

5. International co-operation is essential to the effective management of environmental issues. In determining the nature of this co-operation, governments must be guided by the Statement on Inter-jurisdictional Co-operation on Environmental Matters prepared and approved by all ministers of the environment and endorsed by all premiers.

6. Overlap, duplication and regulatory uncertainty in environmental matters must be avoided at all costs.

7. In environmental assessments, efforts need to be made to ensure that there are equivalent processes in all jurisdictions.

8. Federal and provincial environment ministers, under the principles of inter-jurisdictional co-operation, need to develop a mechanism to determine the level of federal participation in the environmental review of projects that are primarily the responsibility of the province.

Regarding consultation with stakeholders, the group agreed to the following statements:

With the aim of promoting sustainable development principles and a buying in by all affected parties, the process of legislative/regulatory development should be ongoing from the problem definition stage through the development of legislative and regulatory language.

The process should involve all interested parties around the same table so that mutual understanding and respect for the various viewpoints can be enhanced.

To enhance uniqueness and remove possibilities of duplication, the process should include both federal and provincial interested parties.

To ensure consistency in the overall policy framework, the process should also include other interested federal departments from the outset.

The group also supported suggestion number three on page 37 of A Report on The Green Plan Consultations: Review all federal legislation, regulations and policies to ensure that they are consistent with the principle of sustainable development. It was felt that priorities should be given to those policies with the greatest environmental impact and that stakeholders should be involved in the review. A timetable for the review should also be set.

After this discussion the group was reminded that it would take more than better decision-making processes to achieve sustainable development. While sustainable development remains a goal, the ongoing increase in energy use currently precludes any possibility of attaining this goal nationally and globally.

One participant brought up the fact that Canada has no equivalent to the World Resources Institute, The WorldWatch Institute or The International Institute for Environment and Development which are all producing ground breaking research and policy analysis on environment/economy linkages. He proposed the creation of an "environmental policy institute" that would conduct authoritative research and analysis on which all stakeholders, including government, could rely. More specifically, such an institute could be given a mandate to provide advice in areas as diverse as:

- environmental and sustainable development indicators, natural resource accounting, state of the environment reporting;

- the use of market-based approaches, the consideration of externalities in cost/benefit and risk analysis, the economic valuation of environmental services;

- the integration of environmental considerations in government and corporate decision making, the environmental evaluation of existing government policies, machinery of government issues related to increasing accountability for environmental issues

- multi-stakeholder consultation processes, consensus building, public information.

The institute would have a qualified multi-disciplinary staff and would be run by an independent multi-stakeholder board of directors.

This proposal was supported by the group on the condition that it would compliment and work closely with the existing institutions and organizations working on environmental issues. Although the need for policy research was recognized, there was some reluctance to create yet another organization unless its role was clearly defined.

The importance of involving youth in the decision-making process was stressed. The group agreed to the following statement:

Create and support an independent national youth advisory council on the environment and development. This would provide the Government with a youth perspective on environmental issues, facilitate national participation of youth, advise and contribute to national youth conferences on the environment and create a national youth network which would facilitate the communication and co-ordination between individual youth environment and development groups.

It was also felt that funding offered to youth over the summer months for environmental jobs and training should be made available all year. In this way youth who are not in the university system will also be able to benefit from these opportunities.

ACCOUNTABILITY

The group picked up on suggestion number eleven on page 37 of A Report on The Green Plan Consultations and discussed at length the idea of an environmental auditor general. They agreed that such an office was needed and that it should be very similar to the existing Auditor General, that is, that it should be independent, report to Parliament, and publish an annual report.

It was also suggested that the environmental auditing function could be made a part of the current Auditor General's mandate and that environmental audits could be conducted at the same time as the existing "value for money" audit. The group felt that either option, a separate environmental auditor general or an expansion of the current auditor general's mandate would be acceptable.

The environmental auditor general's responsibilities or mandate would include all federal government departments, agencies and Crown corporations. He would audit the application of the EARP process, operational performance (for example, waste disposal practices, compliance with regulation and codes of practice) and government decisions.

The group also discussed a Charter of Environmental Rights as an mechanism to ensure accountability. In order to focus the discussion a Charter Annex to a report prepared by non-governmental organizations for the Economic Commission for Europe conference "Action for a Common Future" held in Bergen in May 1990 was distributed. Although it was agreed that a charter, as a list of principles, could be useful, there was no agreement as to whether it should be legally enforceable. Those in favour felt that this would be necessary to make it effective, those against were opposed to the further judicialization that such a move would imply and believed that it would not benefit the environment.

ENVIRONMENTAL ASSESSMENT REVIEW PROCESS

The group spent some time discussing the Environmental Assessment Review Process (EARP). A number of concerns were raised regarding the new EARP legislation. Some participants worried that it would weaken the existing process, while others were concerned that it would lead to unwarranted federal intervention in provincial jurisdiction, and the regulations to the Act were being prepared without adequate consultation. The participant from the Federal Environmental Assessment Review Office assured the group that there was consultation during the preparation of the Act and that there will be further consultation once the draft regulations have been prepared.

The group agreed to the following principles:

1. The environmental assessment should be completed before an irrevocable decision to proceed is made, for example, building infrastructure or clearing land.

2. All future government decisions with a potential impact on the environment should be assessed. In the case of policy decisions where there are no public hearings, the Government should demonstrate that this assessment has been done by issuing a statement. These decisions could also be audited by the environmental auditor general.

3. Baseline studies must be done and made public before an environmental assessment is undertaken.

4. The rules must be clear and the process must be expeditious. There must also be consultation with the public and the provinces.

GOVERNMENT LEADERSHIP

The group had a long discussion on the effectiveness of self-regulation by industry. All participants agreed that regulations were essential, but not all were convinced that self-regulation could be an effective compliment to them. Nonetheless the group agreed that government, business and industry are doing some good things for the environment. This, however, was no cause for complacency, as there is still a long way to go. The group also agreed that the Government should use its purchasing power to promote environmentally sound products and services. The products should be assessed for their environmental impacts over their whole life cycle.

8. PARTNERSHIPS WORKSHOP REPORT

Facilitator: Therese Blanchard
Rapporteur: Constance Martin

In order to best achieve the goals of this workshop we focused mainly on those issues that were fundamental to partnership and partnership building and which would not likely be dealt with in other sections of The Green Plan. Several of the action proposals in the synthesis document were discussed to some extent, but since such things as economic instruments, audits and educational funding were very likely to receive substantial consideration in other workshops, we simply suggested that such programs should be created through a multi-stakeholder process. On this we had total agreement within the workshop. We discussed, but did not have time to achieve consensus on, the appropriate agency for the administration of funds for such programs. Most participants felt that the multi-stakeholder process should also be used to administer such funds for certain programs, but others felt that this was not likely to be accepted by government, and might have some drawbacks which we did not have time to adequately discuss.

After the common understanding of the meaning of partnerships had been achieved, the group proceeded to brainstorm a list of objectives for partnerships. The following list describes the things which the various members of the group hoped to see as results of a partnership/Green Plan process.

PREAMBLE

Whereas:

- The objective of Partnership is to meet the challenge of

sustainable development and sustainable communities as defined by the Brundtland Commission, that is:

"Development which meets the needs of the present generation without compromising the ability of future generations to meet their own needs."

(Note that this assumes that the partners have a common definition of the word "needs.")

- The objective will be achieved when guided by a true spirit of partnership, including the aboriginal people of Canada who have had and continue to have a special relationship with mother earth.

Meaningful partnership rests upon the stakeholders':

- acceptance of the common objective;
- proper understanding of each other's role;
- honesty and openness;
- ability to compromise (respecting and understanding differences between them); and,
- commitment, responsibility, imputability.

Partnership:

- recognizes the need to maintain and enhance the integrity of the ecosystem and the synergy that exists therein, which can best be served by working together rather than in isolation;
- promotes participation that recognizes the particular contribution of each partner in the planning and decision making process; and,
- fosters the exchange of information and balanced education programs.

The following sections outline the topics and recommendations adopted by the workshop participants.

ENCOURAGE TRUE PARTNERSHIPS TO BE FORMED AND USED TO PROMOTE AND ACHIEVE ENVIRONMENTAL GOALS. REMOVE OR REDUCE ADVERSARIAL ATTITUDES BETWEEN STAKEHOLDERS TO ALLOW BETTER INTERACTION.

RECOMMENDATION #1

Create an efficient, effective and ongoing multi-stakeholder consultation process for the development and implementation of national environmental policies and programs. The process must occur at the federal, provincial, territorial and municipal levels using multi-stakeholder task forces. Time line: in place by March 1991.

RECOMMENDATION #2

International Partnerships

- transfer additional financial support and appropriate technology to lesser developed countries (LDCs);
- develop strategy to enhance trade in environmental goods and services;
- ensure success of United Nations Conference on Environment and Development (UNCED) 1992
  - climactic change
  - forests
  - biodiversity
  - marine pollution
- review/adjust government policies and programs for consistency with sustainable development;
- initiate scientific exchanges;
- provide financial resources to help compliance with international arrangements;
- support fish conservation/North Atlantic Fisheries Organization (NAFO);
- assist reforestation efforts;
- participate in youth, science and trade exchanges.

PROVIDE MONEY FOR ENVIRONMENTAL, COMMUNITY AND LABOUR GROUPS TO DO GRASS ROOTS EDUCATION.

In order to organize participation in multi-stakeholder consultations, sectors must have the means to organize themselves effectively. For groups such as youth groups or the Canadian environmental network, the following recommendation applies.

RECOMMENDATION #3.

Create and support, by March 1991, national networks focusing on environmental issues for:

1) youth groups
2) cultural groups
3) native groups
4) other grass-roots groups

RECOMMENDATION #4

Develop, by April 1991, a national employment program for Canadians that would encourage environmental awareness and action as well as support grass-roots community programs.

RECOMMENDATION #5

With respect to employment programs, recognizing the important role that youth will play in future planning for protection of the environment, we need today to support youth employment initiatives. In particular, the initiative should encourage programs developed and managed by youth for the creation of environment related employment for youth or other sectors of the population.

These recommendations are particularly important with respect to youth. There are presently no structures in place to represent youth groups in environmental planning processes. Therefore, support for initiatives developed and managed for youth, including the creation of national networking structures to facilitate communication and co-ordination between individual youth groups should be provided.

Other under-represented (or disadvantaged) groups must have preferential access to an environmental employment program.

Enhance the effectiveness of existing grass-roots organizations to educate and in many cases to encourage the general public to become more environmentally aware and promote sustainable development, or "the development of sustainable communities" as some participants preferred to state this.

RECOMMENDATION #6

Increase core funding for environmental groups. Canadian International Development Agency (CIDA) should fund overseas environmental non-government organizations (ENGOs). The Government should work with ENGOs to elicit support from industry. Better education and involvement in special projects would help. There is a need for effective partnerships between government and youth.

ADD ARTISTIC/CULTURAL COMPONENT TO ENVIRONMENTAL PROJECTS AND PROGRAMS

RECOMMENDATION #7

All stakeholders become involved in the creation of an environmental "participaction" program to encourage more environmentally sound individual decision making.

A multi-stakeholder board administers the program and liaises with provincial/territorial programs to avoid duplication.

Time line: Immediate, 10-year minimum duration.

RECOMMENDATION #8

Recommend that the artistic/cultural community of Canada be included as advisors/stakeholders in future planning and implementation of environmental priorities and programs.

STRENGTHEN INSTITUTIONS THROUGH THE CREATION OF NEW STRUCTURES, CHANGES TO EXISTING ORGANIZATIONS AND BETTER FUNDING FOR SOME EXISTING ORGANIZATIONS.

Recommendations relating to funding of specific stakeholder groups, participation in interjurisdictional and international negotiations, creation of new programs or organizations (where necessary) and streamlining of existing structures are all part of this statement of intent.

RECOMMENDATION #9

In the spirit of partnership the Canadian Council of Ministers of Environment (CCME) must play a more active role in consultation and development of national policies and programs. CCME's role must fully recognize the principles set out in the statement on Interjurisdictional Co-operation on Environmental matters.

IMPROVE INTERJURISDICTIONAL CO-OPERATION.

RECOMMENDATION #10

a) There is a need for better processes to facilitate significant additional bilateral financial and technology transfers to developing countries by June 1991. These processes should be developed and implemented in consultation with relevant stakeholders. Priority areas should include: institution-building towards better regulatory structures and enhancing compliance assurance, assistance to indigenous ENGO conservation projects, sustainable development demonstration projects and other objectives falling outside the traditional development assistance role.

b) External Affairs and International Trade Canada (EAITC) should frame and implement a strategy to enhance trade in environmental goods and services.

c) Necessary and appropriate steps to ensure partnerships with relevant stakeholders should be a significant aspect of the preparatory process and Canadian participation in the conference.

d) EAITC and other federal agencies, in consultation with relevant stakeholders, should take appropriate measures to ensure that the UNCED issues conventions on climate change, biological diversity and forests as well as addressing shore-based marine pollution.

PROMOTE DEMONSTRATION PROJECTS THAT ILLUSTRATE THE PRINCIPLES OF PARTNERSHIP OUTLINED IN THE PREVIOUS SECTION.

No time for discussion.

COMMUNITY AND BUSINESS DEVELOPMENT SHOULD BE FOSTERED ACTIVELY TO HELP ACHIEVE ENVIRONMENTAL AND SOCIAL GOALS.

We did not have time to discuss this.

TECHNOLOGY TRANSFER FROM THE THIRD WORLD.

Some participants suggested that we should look also for technology transfer from the Third World. There was no dissent, but only a few people addressed the issues, so consensus cannot be assumed.

REGULATION/LEGISLATION/ENFORCEMENT.

No time for discussion, except to point out that the multi-stakeholder process should be used to determine policy.

ECONOMIC INSTRUMENTS/PERSUASION.

Proposals should be developed, screened and implemented by a multi-stakeholder group.

HOW TO GET A CONSENSUS ON THE CONTENT OF ENVIRONMENTAL EDUCATION.

There was no agreement as to whether or not it was desirable to try to standardize environmental information, but all felt that the multi-stakeholder dialogues helped to exchange information between groups to effectively balance the knowledge base of the various groups and to provide a forum to expose inaccuracies in any sector.

INTERNATIONAL PARTNERSHIP IMPLICATIONS FOR ACTION IN CANADA. INTERNATIONAL REGULATORY AND PRICING AGREEMENTS SHOULD BE CREATED TO ACHIEVE A LEVEL PLAYING FIELD.

There was a valuable discussion of the concept of level playing fields, and the competitive disadvantage to Canadian industry when foreign governments do not enforce environmental standards similar to those in Canada. It was not possible to achieve consensus on a resolution to direct the Government to work to level this playing field because approximately half the working group felt that the recommendation, as stated, might result in the assumption by persons reading The Green Plan that this could be used as a decision to support the reduction of Canadian environmental standards to match those of competitors to Canadian industry. While no one in the group would have supported such a reduction in standards, and no one disagreed with the importance of fairness to Canadian industry, it was generally agreed that more time was required to achieve a consensus recommendation on this issue. We did not have time to pursue it further.

NEED (MORE) CONCRETE IDEAS FOR PROPER CONSULTATION/DISCUSSION.

LEGAL CONSIDERATIONS SUCH AS TREATIES MUST BE PURSUED (INTERNATIONAL PROTOCOLS) AND RESPECTED (NATIVE TREATIES).

Without global actions on global warming and other issues, Canada's actions alone will be futile in defending even our own interests.

The Government must ensure active participation of all under-represented groups in environmental projects, programs and educational opportunities. It should provide resources for groups for whom such participation would otherwise be impossible.

The Government of Canada must recognize and fulfil all treaty, legislative and legal obligations it has under section 35 of the Canada Act to aboriginal peoples, particularly in the protection and restoration of the environment.

Though not in a formulated recommendation, there was clearly stated consensus that youth, native and labour sectors should be represented at multi-stakeholder talks, along with those groups generally recognized to be essential at environmental discussions.

9. TOXIC SUBSTANCES WORKSHOP REPORT

Facilitator: Victor K. Nowicki
Rapporteur: Charles Cormier

Rather than repeat the process that was followed in each of the regional Green Plan sessions, the group decided to work with the suggested policies that were formulated in the synthesis report of the regional public consultation process as initiated by the Government's consultation document.

The workshop was conducted in a spirit of respect, co-operation and compromise among the participants representing all levels of stakeholders. A great deal of attention was given to the wording of the objectives and actions quoted. The wording of these statements was formulated by the members of the workshop and was not subjected to interpretation.

Policy Statement

To provide the Minister with an indication of the spirit of the Toxic Substances Workshop, the group reached consensus on the following policy statement:

Canada should strongly reconfirm its national policy that the preferred means for protecting the environment and human health from toxic chemicals is pollution prevention and assure that this policy will be widely disseminated.

The federal government should develop through a multi-stakeholder process, specific, clear policies on the following topics:

a) The virtual elimination of the discharge of persistent toxic substances.

b) Mechanisms to integrate environmental and economic concerns.

c) The establishment of waste disposal procedures and facilities in a manner that is acceptable to the local population.

d) Promote and encourage the recycling of toxic materials in an environmentally acceptable manner.

(The wording of the above policy statement is quoted without change from that agreed upon by the workshop)

Specific Objectives

Discussions on the wording of each objective/action continued until agreement was reached by all members of the workshop. Specific objectives are presented in order of priority.

Participants also discussed specifications for the implementation of the objectives. The following presents each objective followed by the suggested action.

1. To develop, strengthen and co-ordinate regulations, ensuring a consistent approach by **all levels of government** to:

a) control toxic emissions with one goal being the virtual elimination of persistent toxic substances in the environment;

b) establish national drinking water standards under Drinking Water legislation;

c) **assess** toxic substances, including radioactive materials; and,

d) develop national standards on the reclamation of contaminated sites.

Action

The above will be initiated within one year.

2. To support and encourage information and education programs that promote greater public **understanding** about the environmental and health risks of toxic substances, their proper use and disposal, and the availability of alternatives.

Action

2a- Establish criteria to fund information and education programs.

2b- Establish a standardized **labelling** program for **consumer** products, giving information about contents, safe use, storage and disposal of hazardous materials.

3. To develop **legislation** and foster economic incentives that encourage the recycling of toxic materials.

Action

The above will be started within one year.

4. To establish a multi-stakeholder process to produce a mechanism that will ensure that **toxic** substances are **controlled**, commensurate with their risks.

ACTION

The above to be started within one year.

5. To undertake a comprehensive environmental quality **monitoring** program for both man-made and natural toxic substances in the environment and their **effects** on **human** and **ecosystem health**, to include:

a) indoor air quality
b) pesticides
c) Canadian Environmental Protection Act (CEPA) Priority List.

Action

5a- Assess the existing federal and provincial monitoring program within one year.

5b- Redesign appropriate and **co-ordinated** programs to meet present and future needs within two years.

5c- Provide sufficient funding to **implement** the enhanced monitoring program.

5d- Co-ordinate and publish findings, providing access to raw data.

5e- Make results public on a regular basis.

6. To discourage the **movement** of hazardous waste into and out of Canada by enacting regulations. If the hazardous waste is to be **treated** or **recycled**, in an environmentally acceptable manner, an exception can be made.

Action

6a- Enact regulations; and

6b- Establish criteria by which the movement of hazardous waste into and out of Canada may be regulated as under the special circumstances described in Objective 6.

7. To increase collaboration with other countries in order to improve and harmonize standards and regulations for assessing and controlling toxic substances.

8. To fund a national toxicology network among government, industry, universities and the public across Canada. Enhance funding to improve the ability to assess risks posed by chemicals in the Canadian environment, to encourage the development of non-toxic or less toxic substances, and to provide facilities for a training centre.

9. To augment significantly the existing level of resources for environmental and health risk management under CEPA, so that the rate at which priority and new substances are assessed can be increased.

Action

Implement within three to five years.

10. To promote the development, demonstration and use of technologies that limit or eliminate the release of toxic substances to the environment.

Action

10a- Implement by refocusing current federal funding programs and introducing economic incentives.

10b- Form a multi-stakeholder group to establish environmental priorities regarding the development, demonstration and use of technologies.

11. To increase significantly the resources available for co-ordinated enforcement of toxic emission regulations including expansion of inspection and investigation forces, and support services.

12. To develop an inventory and implement a comprehensive clean-up program for waste sites under federal jurisdictions, including abandoned military facilities, mines, fuel storage sites, camps and well sites.

13. To develop, within five years, a preventive framework for regulating the biotechnology industry, including national regulations on products and by-products.

14. To publish a list of government departments, government agencies, individuals or businesses convicted of violating environmental regulations.

The group provided the above in order of priority, agreeing that they wish the action implemented accordingly.

The group also considered that some of the objectives were action oriented and needed no further definition.

10. WASTE MANAGEMENT WORKSHOP SUMMARY

Facilitator: Jacques Paynter
Rapporteur: Jeff Barner

INTRODUCTION

The waste management workshop was comprised of a group of individuals with balanced jurisdictional interests and a high degree of expertise in the subject matter.

Subsequent to a brief review of the synthesis document, the group decided it would not be beneficial to rework the objectives and actions contained therein (provided these truly reflected a distillation of consensus reached in the regional sessions). Rather, the group felt the missing link to bring the diversity of waste management issues together was an "umbrella" framework -- a National Waste Management Policy and Strategy, the elements of which were carefully crafted as a group product and presented as follows in order of priority.

In addition to its specific task, the group strongly recommends that The Green Plan be subject to a multi-stakeholder review, prior to submission to Cabinet, in order to weigh priorities, costs and benefits, and funding concepts.

framework elements

1. There is a need to develop a National Waste Management Policy and Strategy that embraces the hierarchy of the four Rs (Reduce, Reuse, Recycle and Recover), and which encourages all sectors (including government) to undertake every effort to remove economic and technical disincentives to the Rs. The following are the underlying principles of this policy and strategy:

There is a need to analyze the full-cost accounting concept as it applies to waste management practices and their consequences on society, including international competitiveness.

National standards, definitions, policies, codes and regulations for hazardous and non-hazardous wastes should be developed in order to achieve the goal of 50 percent reduction in the generation of waste by the year 2000.

The responsibility of developing this policy should rest with the Canadian Council of Ministers of the Environment (CCME). This task should be funded by the CCME formula.

Working with the provinces, territories and stakeholders, develop a common definition of "waste" and waste management terminology

for use in all federal, provincial and territorial legislation dealing with waste management. CCME should establish a multi-stakeholder task group to establish this definition within two years.

2. Initiate and fund research and development of waste management technologies at all stages of the product cycle. Where market forces apply, industry should take the lead. Otherwise, the federal government should apply economic instruments to support research and development.

3. In the next two years, through a Cabinet-supported Federal House in Order Program, review federal policies, programs and directives and make changes as necessary to ensure their consistency with the federal government's objectives on waste management. The federal government should take a strong leadership role to ensure consistency between federal, provincial, territorial and municipal initiatives along similar lines to the Federal House in Order Program.

4. Develop and implement federal government environmental procurement and operations policies for goods and services, such as the model developed by BC Tel, in order to minimize waste generation in the Government of Canada .

5. Expand and promote the national waste exchange program and database in order to improve market opportunities for reuse and recycling of waste commodities. The program and database should be linked internationally to other databases. Seed money should be provided by the federal government and the program should be self-sufficient in three years.

6. Establish an environmental education program, similar to "Participaction," to change social attitudes and behaviour, to encourage the creation of an environmental culture, and to improve environmental literacy. The broad outlines of this Participaction Program should be completed in two years.

In this regard it will be necessary to: forge partnerships to develop and disseminate information, establish standards for funding that include verification of the accuracy and consistency of the information and fund non-government organizations to disseminate information and educational packages.

7. The federal government, in consultation with aboriginal peoples and in concert with the two territories should develop an inventory and clean-up priority list of abandoned waste sites in the North in the next two years. The priority sites should be cleaned up in five years. Where site ownership can be clearly identified, the owner will be

responsible for clean-up. "Orphan" sites will be cleaned up in accordance with the National Contaminated Sites Cleanup Program.

8. To discourage marine pollution, waste handling facilities should be made available in all ports of Canada. At major ports, appropriate economic instruments should be put in place to encourage use of these facilities. Facilities should be in place at all ports within two years.

9. Within two years, develop systems for the management of domestic and international movement of hazardous wastes for final disposal, including recyclables. The group is unable to comment on the Basel Convention because of lack of information.

10. Establish standards and regulations to implement the CCME National Packaging Protocol.

11. Explore potential for elaboration of National Guidelines for Waste audit processes, training and accreditation.

11. ENVIRONMENTAL EMERGENCIES WORKSHOP REPORT

Facilitator: Mike McPhee
Rapporteur: Loralee Delbrouck

A. INTRODUCTION

The workshop group included representatives from the petroleum, chemical and insurance industries, environmental and non-governmental organizations, Environment Canada and the Canadian Coast Guard. The group determined that the synthesis document A Report on The Green Plan Consultations had not given a high enough profile to environmental emergencies and that **Guiding Principles** for environmental emergencies were also needed.

GUIDING PRINCIPLES

The risk and impacts of environmental emergencies should be recognized as an **integral part** of decision making.

There are three major elements regarding Environmental Emergencies:

1) Prevention
2) Preparedness
3) Response.

- Of these the most important is prevention, but the other two elements must not be overlooked. The three elements must be viewed as a whole to ensure that there are no gaps between them.

- In the past, environmental emergency management initiatives have had a cyclical history peaking with major incidents (for example, the Exxon Valdez). There is a need to maintain the profile of environmental emergency management at a constant level.

- Environmental emergencies cannot be considered in isolation as they cut across many of the issues being addressed in other theme areas of The Green Plan. Recommendations emerging from other such areas therefore, must be evaluated in order to assess the implications of these recommendations for the management of environmental emergencies.

- The management of environmental emergencies is part of the cradle-to-grave approach to stewardship of products (for example, "Polluter pays," "Good Samaritan" legislation).

- Local communities must be responsible for participating in this approach.

B. ACTION PLAN

In preparing the following Action Plan the workshop group decided to organize the objectives and resulting actions according to the three major elements of environmental emergencies: Prevention, Preparedness and Response. The group began by reviewing and refining the objectives, actions and suggestions contained within the synthesis document, A Report on The Green Plan Consultations - August 1990. The existing objectives and actions were either adopted, modified or clarified. New objectives and actions were also developed. The objectives and actions reported in this report represent a consensus of the workshop participants.

The workshop group decided that it was not feasible to rank the objectives or actions. Instead, the group addressed the priority of most, but not all of the objectives and actions by rating them according to their relative importance. Where actions are not rated, it should not be implied that they are unimportant. The group simply did not have the time to complete the priority rating exercise. The three categories of priority rating are: essential, important, of concern.

PREVENTION

Underlying Principles

- It must be recognized that **prevention** of environmental

emergencies is much more cost effective than dealing with them after the fact.

- Prevention involves **all** individuals and sectors taking responsibility for their actions. This requires attitude changes through greater awareness and education.

OBJECTIVE

Streamline the jurisdictional authority to ensure that there is a consistent legislative basis for prevention and that there is a clear mandate for the management of environmental emergencies. **<Essential>**

ACTIONS

Essential

- The federal government must resolve the issue of **lead agencies** for the different aspects of environmental emergencies, prevention, preparedness and response. The Government should build upon and improve existing structures and mechanisms in order to accomplish this.

- The federal government must take the initiative to implement this objective (for example, Transportation of Dangerous Goods Act).

- As environmental emergencies cross several jurisdictional boundaries, they cannot be handled through the traditional administrative mechanisms such as Canadian Council of Ministers of the Environment (CCME), Canadian Council of Motor Transport Administrators (CCMTA), etc. Serious consideration should be given to Major Industrial Accidents Coordinating Committee (MIACC) as a practical mechanism.

OBJECTIVE

To maintain and enhance predictive capabilities regarding severe weather events such as marine storms, tornadoes, etc. This process should also be extended to other natural events such as earthquakes, tsunamis, floods, avalanches, etc. **<Important>**

ACTIONS

Essential

- Strengthen and modernize monitoring and predictive capabilities by employing state-of-the-art technology, including remote sensing.

Important . Acquire state-of-the-art equipment for detection and prediction.

. Ensure that government maintains and enhances data monitoring, communication networks, and computing facilities used to monitor and forecast hazardous weather conditions; incorporate state-of-the-art remote sensing technology such as satellite imagery for monitoring and detection, and Doppler radar for early detection and early warning of severe weather events.

. Maintain and enhance the monitoring network for collection of weather data and emphasize short-term, severe weather events rather than routine, day-to-day weather variations.

. Enhance the system for communicating weather information to final users.

. Improve longer-range forecasting of severe weather conditions for the oil exploration/production sector, especially in isolated off-shore areas.

The actions listed above could be applied to other environmental emergencies.

OBJECTIVE

Increase public awareness about the causes, risks, impacts and appropriate responses to environmental emergencies. **<Important>**

ACTIONS

Important . Use industry, media, environmental non-governmental organizations (ENGOs) and non-governmental organizations (NGOs) to promote community awareness; and make sound scientific information available.

. Improve public education on the effects of severe weather and other environmental emergencies.

Of concern . Modify and enhance education curriculums, in partnership with appropriate provincial and local governments.

OBJECTIVE

To implement specific policies to protect the marine environment. This process should also be extended to air, land and other aquatic environments. **<Essential>**

ACTIONS

Essential .

The federal government must review and respond publicly to the Report of the Public Review Panel on Tanker Safety and Marine Spill Response Capability (the Brander-Smith Report) and other reports. A multi-stakeholder process to develop actions and implementation plans to meet this action must be established.

. Ensure that the following actions be given consideration if not included in the Brander-Smith Report:

- Expand surveillance and inspection of marine traffic.
- Improve marine vessel traffic services by upgrading radar and communities facilities.
- Implement tanker and barge design requirements in concert with international standards such as the International Maritime Organization (IMO).
- Use regulations to require pilot boats to accompany tankers in Canadian waters.
- Strengthen surveillance to detect chronic marine spills, deliberate releases of pollutants.
- Improve safety standards for tankers travelling in Canadian coastal waters.
- Give government the lead role in developing national transportation standards, and promoting international agreements.

. Develop national uniform standards aimed at spill prevention, preparedness and response and strengthen their enforcement.

Important .

Through MIACC (Major Industrial Accidents Coordinating Committee), the federal government should develop an inventory of potential environmental emergencies, including those that could arise from past pollution incidents and toxic waste sites.

Of concern . For high-risk areas, the federal government must review and expand, as necessary, information about environmental resources (such as, sensitive and unique habitats and ecosystems).

OBJECTIVE

To have all reasonable and practical prevention measures in place.
<Essential>

ACTIONS

Essential . Require an Environmental Impact Assessment for all policies and projects to consider the need for emergency response plans. Prepare effective, efficient, and consistent environmental response plans.

. Require all parties to meet their responsibilities regarding environmentally safe transportation, record keeping, and sufficient reserves of resources to deal with accidental spills.

Important . Provide support to organizations such as MIACC. Share cost with all levels of government and industry.

. Establish a system for post-event analysis and feedback from the response experience to the prevention effort.

. In co-operation with provincial agencies, industry and the public, strengthen regulations and enforcement regarding the use, storage and disposal of hazardous substances.

Of concern . Establish national standards for trailer park shelters for protection from severe weather events, such as wind.

PREPAREDNESS

Underlying Principle

All stakeholders involved in activities that could lead to environmental emergencies as well as response agencies, must be prepared to respond in order to minimize the impact of environmental emergencies.

OBJECTIVE

There is a need to improve the state-of-preparedness and maintain it at a consistent level throughout the country. **<Essential>**

ACTIONS

Essential
- Set national standards for the qualification and certification of emergency response specialists.
- Establish national training standards.
- Establish and publish national guidelines for contingency planning and promote their use.
- Review existing research and development (R&D) efforts, identify gaps, and set priorities for further research (for example, clean-up technology, dispersant use, environmental impacts of clean-up technology, computer modelling).
- Undertake and co-ordinate R&D projects in co-operation with industry, universities and other agencies, and support technology transfer between them.
- Research the health consequences of environmental emergencies.
- Governments should provide adequate emergency social and medical services.

Important
- Establish and publish national guidelines for risk assessment and hazard analysis and promote their use.
- Expand federal training programs to include industry, ENGOs and volunteers. Establish a national database to assist training efforts.
- Review and update other national guidelines emphasizing efficiency and consistency.
- In co-operation with industry, the federal government should increase resources to enhance response capabilities including more training personnel, better equipment and communication systems.
- Contingency planning must address the integration of volunteer response.

RESPONSE

Underlying Principle

Quick and decisive action by knowledgeable people utilizing appropriate means and effective technology will minimize the impact of any environmental emergencies. Response is not complete until remediation has been carried out.

OBJECTIVE

To provide support for on-scene response. **<Important>**

ACTIONS

Essential
- Provide a mechanism for reimbursing first responders, pending identification of responsible parties.

Important
- Facilitate and enhance the participation of volunteers through such means as enhanced public awareness programs and remuneration.
- Facilitate and enhance scientific and technical support for on-scene response.

Of concern
- The federal government should assign a role to the military to provide manpower and logistical support for on-scene response to environmental emergencies.

OBJECTIVE

To enhance the response capability of the public and private sectors and maintain them at a consistent level. **<Essential>**

ACTIONS

Essential
- The federal government must assess the merits of "Good Samaritan" legislation.
- Federal government should require that private and public response organizations have adequate resources to respond to environmental emergencies.

Important
- Improve the federal cost-sharing programs for specialized emergency response equipment.

- Encourage the development of a partnership between public and private sectors to bring to bear appropriate management skills and equipment to minimize impacts of environmental emergencies (for example, Joint Oil Spill Response Emergency Plan, JOSREP).

Of concern

- Improve government familiarity with existing private-sector emergency programs, such as the system of spill co-operatives in western Canada and the equipment available through the oil-spill containment and recovery (OSCAR) units.

Not rated

- Public and private sectors must maintain and enhance communication networks to provide earlier warning of environmental emergencies.

- Facilitate reporting by providing one easy-to-remember, toll-free number, from which an operator channels calls to the proper jurisdictional authority.

IMPLEMENTING THE ACTIONS

The workshop group determined that for most of the actions listed in this report the federal government must take the lead, particularly in the areas of establishing national standards, guidelines and in streamlining jurisdictional authority. Industry, NGOs, ENGOs and other levels of government also have important roles to play in implementing these actions.

C. SYNTHESIS

The workshop group arrived at unanimous consensus for all the objectives and actions listed here. The group felt strongly that environmental emergencies had not been given a high enough profile in the Synthesis Document. This must be addressed in The Green Plan.

A recurring theme among workshop participants was the need for more leadership from the federal government, particularly in resolving the jurisdictional and administrative constraints that currently limit the effectiveness of environmental emergency management.

12. HEALTH WORKSHOP REPORT

Facilitator: Pat Delbridge
Rapporteur: Michel Girard

PREAMBLE

"Government should not break The Green Plan in bits and pieces according to its own agenda. The Green Plan should be taken in its totality."

"If government wants to fully integrate an ecosystem approach to its decision making with regards to health and the environment, it will have to be much more flexible and promote trans-sectorial collaboration."

Quotes from Participants

The group working on health dimensions of a Green Plan for Canada agreed that it is important, when considering the relationship of health to the environment, to adopt a definition of health that is broader than the absence of physical disease. The group felt it was important to recognize that a state of health may be based on physical, spiritual, psychological, emotional, social as well as environmental factors.[1] The measurement of health should therefore be broader than traditional statistics of morbidity and mortality.[2]

Participants also agreed that an ecosystem approach should be taken to environmental health and health of the environment. "We need to build a common construct of what ecosystem integrity is all about." This approach supports the functioning activity of all components of that system, intrinsic and extrinsic, and is particularly concerned with their interaction and proximity.[3]

KEY PRINCIPLES

Participants recognized that it was sometimes difficult to identify sound health-related priorities in environmental management. They therefore prepared a set of key principles that could be used as a hierarchy of health-related priorities.

1. Ecosystem integrity [4] and human health should take precedence when scientific and/or policy conflicts between economy, development, and human health or ecosystem integrity arise.

2. Address health impacts of vulnerable populations and those experiencing social inequities.

3. Effectively address unique environmental issues and circumstances (particularly those arising from high-risk communities, or areas of geographic vulnerability).

4. Review and choose from "world's best" environmental policies, products, practices, technologies legislation and regulation.

5. Reduce pollution at source.

6. Pay for resource use.

7. Emphasize resource use reduction.

8. Allocate the necessary funds for clean-up. Consider using targeted taxation[5], or polluter pays principles.

ACTION PLAN TO BE PRESENTED TO THE MINISTER

OBJECTIVES

Eleven objectives to address health dimension needs were established:

1. Utilize an ecosystem approach in all public and private decision making.

2. To explicitly address health dimensions in all environmental decision making.

3. To prevent disease states resulting from environmental degradation.

4. To take remedial action to address disease states resulting from environmental degradation.

5. Establish health-quality indicators [6] that can be used to establish, monitor and evaluate environmental impacts.

6. Build a trained and educated resource in communities across Canada, capable of understanding health-quality indicators and health indicators of ecosystem integrity. [7]

7. Adopt sustainable development principles that nurture human health and healthy lifestyles. [8]

8. Implement a grass roots, "healthy community" approach to environmental health that respects cultural diversity [9] and a plurality of approaches.

9. Ensure an informed and educated public, capable of making individual and collective decisions that support and maintain ecosystem integrity and human health.

10. Provide ongoing opportunities that permit multi-sectoral involvement in decision making regarding environmental health issues and a healthy environment.[10]

ACTIONS

It was recognized that many of the health objectives described above are interrelated. Similarly, action on important environmental issues (for example, clean water) would cross several objectives. It was therefore decided to list a series of important action steps and to provide a single overall ranking when viewed from a health perspective. In many of the actions listed as having the highest priority, the group was unanimous in their decision.

Fifteen action areas were identified as carrying a high priority in their ability to have an immediate pay-back, improving health problems arising from environmental issues.

Workshop participants listed these actions in order of importance:

1. Develop and fund programs to promote community-wide action on environmental and health issues. Build on programs such as "healthy communities," particularly those that involve youth groups and schools.

   Time frame: Establish a pilot project in next budget, roll out in 1993.

2. Significantly augment resources that provide environmental and risk assessment of toxic substances. This should include those relating to the Canadian Environmental Protection Act (CEPA), and ones that address additional ambient air issues.

   Time frame: 1991 budget year.

3. Establish a clearing house and network for health and environment information. Building on existing structures, such as the Canadian Environmental Network (CEN), Ontario Public Interest Research Group (OPIRG), Ontario Centre for Occupational Safety and Health (OCOSH), labour and other existing stakeholder organizations.

   Time frame: Action is needed urgently.

4. Introduce a Drinking Water Act, use existing water regulations and infrastructures more effectively.[11]

   Time frame: Significantly expand capacity within 3 years.

5. The federal government should establish a policy of full cost environmental accounting by 1993.[12].

6. Establish a public education program to promote greater awareness of health and environment and more responsible behaviour.

Time frame: Expand assistance to non-governmental organizations (NGOs) and others already working in these areas. Further funding for new projects by 1991.

7. Introduce legislation compelling disclosure of human health problems in high-risk communities.

8. Establish a national registry of health effects and develop a more comprehensive list of effects, including reproductive and subtle physical development effects.

   Time frame: Should be planned immediately.

9. Ensure community-based occupational and environmental expertise particularly with respect to high-risk communities.

   Time frame: Planning should be undertaken immediately.

10. Increase the monitoring of food and food production practices for all non-nutritive substances with the objective of reducing adulteration of food.

    Time frame: Completed by 1993.

11. Reduce health risks of agricultural chemicals to producers, consumers and the environment.

12. Establish intervenor funding on public health issues similar to Legal Aid. This funding should meet the need for community-based intervention on environmental issues likely to carry a significant health risk.

    Time frame: As soon as possible

13. Ensure that health concerns regarding nuclear issues are adequately addressed.

14. Endorse the call by the Hatchet Lake Band for a fair and full inquiry on uranium mining and related nuclear issues.

15. Ensure that environmental multi-stakeholder's consultation include health department's concerns.

Participants in the health decisions workshop wrap-up session felt that the following action recommendations should receive a slightly lower priority if funding resources were limited. Although participants were wary of making such a recommendation,

recognizing the need for accurate baseline research, they felt that the need to implement action programs to address pressing issues was extremely urgent.

16. Increase support for research into the health effects of ozone depletion.

17. Establish a national toxicology network.

18. Within five years, develop a preventative framework for regulating biotechnology industry, including national regulations on products and by-products.

19. Establish a national toxicology centre.

BARRIERS FOR SUCCESS

Group participants identified three major barriers to success.

First, the lack of an ecosystem approach to government decision making. Often departmental structures and internal areas of perceived "ownership" caused their own barriers in being able to address health dimensions in a satisfactory manner. It was felt that new structures might have to be established that require a coordinated approach between government stakeholders.

A second barrier, indicated throughout The Green Plan discussions, was concern regarding a perceived lack of real commitment, at both the political and bureaucratic levels of government. Those attending the workshop felt government participants in previous Green Plan sessions had, through their attitudes when innovative suggestions were made, often left little hope that new ways of doing things would be welcomed.

The third major barrier had to do with appropriate resource allocation. All participants recognized that very large sums of money would need to be allocated for ecosystem remedial programs. Many participants were not comfortable in being asked to assign priorities, fearing that any action that was not given the highest priority would be dropped from the list.

WORKSHOP REPORT/SYNTHESIS
MAJOR AREAS OF AGREEMENT/DISAGREEMENT

The participants in the workshop brought to the table a number of different perspectives, interests and needs, and the discussion was not always calm or uneventful. Many of the participants felt a high level of frustration with action taken by government, with the form of that action, with a lack of understanding from traditional stakeholders in health care, and with The Green Plan process itself.

The government resource participants were anxious to build on the programs and initiatives already established within their departments. In many instances the participants wanted to tear them down and build new structures and new multi-sectoral ways of doing things. As one would expect there was a strong message coming from the group that government should play a stronger role as catalyst or enabler, rather than program implementor. There was a belief expressed that simpler solutions to apparently complex problems do exist and can be applied if full stakeholder participation is mobilized.

There was general recognition that the changes required would take significant financial resources, and some degree of concern that, in setting priorities, those at the bottom of the list would never be funded.

The time frame for action was also problematic. As much as possible should be done as soon as possible, yet specific time frames and priorities are difficult to pinpoint.

Many of the NGO participants felt uncomfortable that the need to substantially change the way we live, and the need to move towards reducing consumption, was not being recognized or addressed.

There was a sense that it would be difficult to "convert" Ministers to a new mind-frame (ecosystem approach) for decision making. Maybe an implicit assumption that it will take another generation of politicians who will have been raised with the idea of "thinking globally, acting locally" to implement this decision-making process effectively.

EXPLANATORY NOTES

1. Definition of health used in Calgary consultation, based on the World Health Organization (WHO) definition.

2. The notion of spiritual health was included to recognize the therapeutic value of natural areas such an old growth forests.

3. Definition of ecosystem based on Odum definition: 1953.

4. Ecosystem integrity: A term used by participants as referring to the capacity of the planet to sustain biological life.

5. In suggesting taxation, participants wanted it stressed that the notion of social equity must be addressed if legislation is introduced to tax use of water or other resources essential to health.

6. Health Quality Indicators: Described by participants as including quantitative and qualitative assessments of physical, social, psychological, environmental and spiritual well-being. These assessments include both objective and subjective measures.

7. The need for local communities to be able to have the capacity to be able to carry out technical analyses and understand the implications was stressed, particularly in communities experiencing serious environmental damage. Prince George, British Columbia was one community cited as a good example.

8. The sustainable development principles listed in a recent report of the Ontario Round Table on Environment and the Economy were used as good examples.

9. Cultural diversity: Participants felt that it was important to recognize that alternative health-care healing used by native or ethnic populations of various kinds were seen by those populations to offer significant environmental advantages over western methods. However, other participants pointed out that in some instances these same substances were detrimental to the survival of some species.

10. The need for ongoing fora. It was felt that many sectors in the health field, including many of the professions and Health and Welfare Canada itself, were not accustomed to involving user publics in the discussion of health care issues. Many of the changes necessary, if an environmentally healthy public was to be achieved, would require new ways of approaching health care, and a multi-partnership approach to health and the environment issues.

11. Drinking Water Act: Quote from participant -- "The public should know why no teeth were put in the act, what stopped Health and Welfare from using it, or implementing a set of regulations."

12. There was some disagreement in the group as to whether precedence should be given to action five or six.

13. GLOBAL WARMING WORKSHOP REPORT

Facilitator: Maureen Payne
Rapporteur: Robert Craig

INTRODUCTION

The workshop participants felt that "Global Warming" in A Report on The Green Plan Consultation (August 1990) addressed the policy options quite well. While there were a few points where the members of the group did not reach a consensus, generally they were willing to adopt the suggestions with some clarification and some additional actions. The debate that occurred resulted primarily from how the objectives could be achieved.

Working with the assumption that stabilization of greenhouse gases by the year 2000 was a reasonable target, the group proceeded to discuss the principles, objectives and actions that must occur.

While most participants were positive about the Government's suggestions for policy change on limiting greenhouse gases, some industry representatives wished to reinforce the need for a call for **voluntary** as well as regulatory measures. Mandatory versus voluntary commitments were discussed throughout the two days. Generally, it was felt that a balance between legislative and voluntary measures should be used.

Participants agreed that environmental education is an important component of the answer to the global warming problem. However, the need to establish a national clearing house was not considered essential. Many levels of government and the not-for-profit sector are performing very well in this area. Greater co-ordination and support for the not-for-profit sector was considered essential.

Several themes emerged from the participating stakeholders:

- The need for global co-operation in the struggle to reduce global warming. The federal government should participate in international science programs to adapt to climate change as well as programs addressing limiting emissions on a global scale.
- Canada should take a leadership role in the development of improved energy efficient technologies, with the possibility of exporting technology. (For example, energy efficient buildings.)
- The need for a level playing ground for all parts of the energy sector is essential in the development of policies toward limiting emissions.
- Priorities must be directed toward cost-effective options that offer the greatest environmental and social benefits.

- Energy conservation through home heating, energy consuming products, and vehicles is essential to an improved environment and reduction of greenhouse gases.

- The federal government should include global warming in its decision-making processes in order to limit further production of greenhouse gases.

- Research and development budgets should be re-evaluated based upon the need for more energy-efficient and alternate fuel sources.

- The need for further multi-stakeholder consultation on various aspects of the Action Plan.

- The need for enhancement of energy efficiency.

Much of the following information is based upon the content of A Report on The Green Plan Consultations, reaffirming the participants agreement with the content.

GUIDING PRINCIPLES

- Canada's strategy must be **comprehensive** in as much as it should deal with all the major greenhouse gases and the important carbon sinks (for example, forests, agriculture areas, and wetlands).

- The Canadian response must be developed in the context of international efforts to deal with the issue. Climate change is a **global** problem that can only be addressed successfully through international co-operation.

- The national action strategy must give Canada the **flexibility** to respond to new information and development over time. As a result, it must establish a process for continually monitoring developments for reducing uncertainties and for putting Canada in a position to respond with appropriate measures at every step of the way. (The issue of viable and cost-efficient approaches was considered to be very important as a guiding principle when looking at means for reaching targets.)

OBJECTIVES

The workshop participants agreed on three key objectives. No priority was given to each objective as it was believed a balance or "package," approach was required in Canada's Action Strategy

to limit or reduce CO_2 emissions. While there are a number of measures already in place, including steps that make economic sense, such as energy efficiency initiatives, reforestation and elimination of CFCs, the actions suggested under the proposed objectives will further enhance Canada's ability to reach stabilization levels through a process of limitation and adaptation.

The following objectives with 23 specific actions were endorsed by the group. A low, medium and high level of priority was assigned to each action. In order to reach consensus or non-consensus considerable discussion occurred.

1. In light of inevitable global warming, develop **adaptation** programs that are based upon trends in climate change; and communicate these trends to decision makers as part of the overall strategy.

2. In order to reduce **uncertainties**, develop research programs that are based upon atmospheric chemistry and computer modelling. As part of this effort, domestic and international programs must be supported.

3. Immediately develop multi-faceted, cost-effective approaches to **control/limit** the stabilization of greenhouse gas emissions.

1. Enhancing Ability to Adapt

Actions

1.1 Establish a regional and national integrated climate-monitoring network to better identify trends in climate changes throughout Canada and to assist in planning for any necessary adaptive measures. Consideration should be given to co-operating with provinces.

Priority: high

1.2 Increase research into the socio-economic implications of climate change for the regions of Canada in order to identify areas and issues of significant sensitivity where action may be necessary.

Priority: high

1.3 Enhance research into policy options to improve the resilience of key climate-dependant sectors, including forestry, agriculture, hydro-electric power, water resource development and fisheries.

Priority: medium

1.4 Undertake an education and communications initiative aimed at the general public and economic decision makers to assist in adaptation to climate change.

Priority: medium

2. Reducing Uncertainties

2.1 Support and increase research into the composition of the atmosphere, and into the physical, chemical and biological processes associated with climate change.

Priority: high

2.2 Enhance Canadian participation in international scientific efforts.

Priority: medium

2.3 Improve Canada's ability to predict climate change and its impacts by supporting the development of better scientific models of climate change and impacts.

Priority: high

3. Limiting Emissions

3.1 The federal government should include global warming in its decision-making processes, especially in the economic planning and resource development areas.

Priority: high

3.2 Develop and support a Canadian reforestation program for urban and rural areas. Develop and promote the use of industrial silviculture forest management in developing methods that will maintain or enhance carbon sink capacity of industrial forests and forest soils.

Priority: high

3.3 Canada should aggressively pursue international policies concerned with climate change. The Government's position should be consistent and involve stakeholders.

Priority: high

3.4 Set targets and implement programs for improving energy efficiency in government facilities and vehicle fleets, and

adopt environmentally responsible procurement policies.

New programs should follow past programs based upon energy audit.

Priority: high

3.5 Upgrade federal building codes and guidelines to promote greater energy efficiency and seek ways to improve their penetration into provincial and federal building codes. The Government should also seek additional measures, for example including them in Canada Mortgage and Housing Corporation's (CMHC's) conditions for new housing. Consideration should be given to new entrants to the housing market. R 2000 guidelines should be included in the federal code and measures for commercial buildings should be added.

Priority: high

3.6 Set out mandatory and uniform minimum standards for the energy efficiency of energy-consuming products, including household appliances, and heating and cooling equipment. These should harmonize with US standards and existing provincial standards. Government should also provide support for voluntary programs. (Enact National Energy Efficiency Act.)

Priority: medium

3.7 Strengthen fuel consumption standards for new vehicles and consider other options.

Note: Insufficient information to enable group to reach agreement. Some representatives of the non-industry groups believed that a 30 percent target improvement in decreasing consumption was a realistic goal. However, industry members were not confident that technology exists to meet these standards at present.

Priority: high

3.8 Support, strengthen and expand existing consultative mechanisms, such as the Canadian Industry Program for Energy Conservation (CIPEC), between government and industry to promote and explore opportunities to improve energy efficiency in target sectors. Such programs should involve target setting, voluntary commitments, annual reporting and should expand to other sectors not currently included.

Priority: high

3.9 Co-ordinate and support existing energy-related educational

programs, including non-profit organizations, in order to encourage individuals to conserve energy.

Priority: medium

3.10 Enhance research, development and demonstration (R&D&D) programs to:

- Promote the development, commercialization and transfer of technologies that will enhance the efficient use of energy, particularly in energy intensive sectors such as transportation.

- Support research into longer-term alternative energy options.

- Through demonstration and information, promote market penetration of renewable energy, including natural gas, methanol and energy from biowaste.

- Re-evaluate the R&D budget (due to an inequitable distribution of funds) in light of renewable energy supplies and other possible improved technologies.

    - Consideration should be given to transfer of technologies to developing countries.

    - Emphasize research and development of transfer of technologies for developing countries.

Note: There was no consensus on how the re-allocation should be done.

Priority: high

3.11 Introduce measures to reduce emissions of methane from, for example, landfill and sewage treatment sites.

Priority: low

3.12 Introduce a program to encourage changes in agricultural practices that reduce and recycle greenhouse gas emissions such as nitrous oxide and methane.

Priority: medium

3.13 Examine merits of economic incentives and disincentives as a means of reducing greenhouse gas emissions and ensure federal policies affecting energy pricing promote a level playing field for the development of energy efficiency and alternative energy technologies. For example, expand the remote communities fuel subsidies beyond diesel to

alternative energy and technology; and also consider a "gas guzzler" tax/ "gas sipper" rebate system. (A variety of other tools are also addressed in the Economic Instruments Workshop Report.)

Priority: high

3.14 Initiate a multi-stakeholder process to review a carbon permit-trading system.

Priority: high

3.15 Initiate an independent review of the role of nuclear energy in a strategy to reduce CO_2 emissions.

Priority: medium

3.16 Work with the provinces and municipalities, for example, on a strategy for encouraging increased use of urban mass transit in Canada.

Priority: medium

The participants did not have sufficient information to address the following recommendation, therefore, it is included as a minority recommendation from the environmental groups.

Initiate, with the provinces, a cross-Canada review of electric utility pricing and regulatory structures and determine what, if any, changes should be undertaken to promote greater improvements in energy efficiency and conservation.

14. AIR QUALITY/ACID RAIN/OZONE DEPLETION WORKSHOP REPORT

Facilitator: Paul Morisset
Rapporteur: Marie-Helene Necastro

A. ACTION PLAN

I. OBJECTIVES

The Government must ensure that all Canadians have clean air to breathe, both indoors and out; that acid rain is eliminated and that the depletion of the ozone layer is stopped -- this must all be done as soon as possible. This overall objective seems clear to all, including the Government.

Instead of discussing objectives as such, the participants decided to formulate some general recommendations -- or guiding

principles -- applicable to the three subject areas dealt with in the workshop, as well as a series of specific recommendations for each subject area.

The general recommendations are as follows:

1. Adopt a synergistic and integrated approach to all atmospheric issues.

2. Governments should establish, in consultation with all interested stakeholders, an education and reporting component in all their plans of action dealing with atmospheric issues.

3. Use economic instruments, such as tradeable emission permits, taxes and user fees as a means of improving air quality through:

a) raising revenues for research and monitoring purposes;
b) changing public and private behaviour patterns.

II. ACTIONS

The participants proposed the following concrete recommendations for action by the Government. The participants ranked these in order of priority for each of the three subject areas.

AIR QUALITY

1. Create and maintain an environmentally based integrated and co-ordinated air quality - climate monitoring research program. It should be Canada-wide in scale (urban, rural and remote locations) and have industry, government, and public (multi-stakeholder) representation and participation.

2. Establish minimum national emission standards and related performance requirements, recognizing that more stringent regional standards must be established to resolve special problems; in particular as part of the federal-provincial 10-year plan to manage NOx and VOCs:

   - adopt the most stringent North American emission standards for new vehicles;

   - establish regulations for key pollutants;

   - set stringent gasoline volatility controls; and,

   - set guidelines for implementation of vapour controls in gasoline marketing and distribution.

3. The federal government should demonstrate leadership in promoting a shift away from private motorized transportation in urban and inter-urban travel by:

a) setting a national target for an ambitious model shift to public and non-motorized transportation; and,

b) adopting and implementing a national transportation policy that involves the provinces and municipalities to achieve the model shift target no later than the year 2000.

4. The federal government should review and where appropriate determine and adopt a set of standards for indoor air quality in public and commercial buildings. These standards should be national in scale and pay particular attention to short- and long-term human health and welfare.

5. The federal government should adopt policies and operating procedures concerning its vehicles and buildings so as to meet and where possible exceed national emission standards and thereby become a model in the area of emission controls leading to air-quality improvement.

6. Promote the use of less polluting energy sources.

7. Support the transfer of environmentally clean technologies to developing countries using the United Nations Environment Program (UNEP) CFC replacement model as a guide.

ACID RAIN

1. The federal government should:

a) require that the seven eastern provinces report semi-annually on progress toward meeting the 1994 sulphur dioxide emission target levels;

b) work with the seven eastern provinces to establish a program to maintain or decrease sulphur dioxide emissions beyond the projected 1994 target levels; and,

c) publicly confirm that the 1985 federal-provincial agreement to limit annual sulphur dioxide emissions in the seven eastern provinces by 1994 constitutes a cap on these emission levels.

2. Review the Long Range Transport of Air Pollutants (LRTAP) program with particular attention to the effectiveness of the current acid rain control measures.

3. Provide annual understandable reports, targeted at the general public, about progress towards solution of the acid rain problem in Canada.

4. Review the need for an Acid Rain Control Program for the three westernmost provinces.

OZONE DEPLETION

1. Require the development of control, recycling and destruction technologies, and the development of alternatives to CFCs and other ozone depleting substances and alternative methods to replace CFCs.

2. Increase ozone monitoring and research, particularly on destruction rates and processes; and the environmental and human health effects of increased ultraviolet radiation. As part of an expanded research program, establish an Arctic ozone research and monitoring facility.

3. Set targets and establish a program for the elimination of "semi-friendly" alternatives such as HCFCs.

4. Study, evaluate and control alternatives to CFCs based upon their contribution to the greenhouse effect.

B. SUMMARY

On the first day, the workshop included several representatives from industry but only two from non-governmental organizations (NGOs), and these were not specialists in the issues being examined. The result was some imbalance in the discussions. This was corrected on the second day with the arrival of two additional representatives from NGOs.

Some discussions were technical in nature but could be followed by all the participants, who strongly deplored the lack of solid data on several of the issues examined as well as the lack of access to the existing information. General recommendation number two (see Objectives) and recommendation number three on acid rain (see Actions) bear witness to this concern. The discussions indicated the need to pursue or intensify research in such fields as toxic substances, where scientific knowledge is obviously deficient. We must ensure wide access to the available scientific data, in language that is comprehensible to the general public. At the same time, efforts must be redoubled to educate Canadians of all ages about atmospheric problems.

The synthesis document was considered to be a suitable basis for discussion; the group concentrated on the "Suggestions for Further Consideration" from A Report on The Green Plan Consultations. The points presented in the document were in some cases refined, and in others enriched or re-ordered -- particularly the section on air quality, which gave rise to considerable debate.

The recommendations put forward were all developed by consensus. In a few cases, such as recommendation number three on ozone, some NGO representatives would have liked to set deadlines; they argued that fixing a target date -- even one that is approximate and can be changed -- would make it more certain that the proposed action would be carried out. However, other participants maintained that the available information was insufficient to serve as a basis for establishing realistic schedules.

The same type of problem was encountered with regard to finances. Since participants lacked information, they were unable to propose realistic budgets for their recommendations. Instead, they sought to give a direction to the Government's actions by ranking their recommendations in order of priority.

As might have been expected, the sharpest divergences were those between the representatives from NGOs and those from industry. In general, the NGOs wished the Government to act more rapidly and firmly in the three areas under discussion. The representatives of industry were more cautious, arguing in particular that the Government must not act in opposition to popular will (for example, in dealing with mass transit, indoor air regulations, etc.). Representatives of the universities occupied a middle ground between these two extremes.

Another difference of opinion arose during a discussion on the areas to be given priority in studying atmospheric pollution. Some participants considered that the highest priority should be given to heavily populated areas. Others recommend focusing first on areas that, although remote, have more fragile environments; this more global perspective, they argued, would safeguard the long-term survival of our planet.

The issue of emission standards occasioned a lively debate. Some participants feared the imposition of national standards that would not take into account particular regional problems; others deplored the lack of the most basic nation-wide rules. Recommendation number two on air quality finally produced a solid consensus on this question.

Finally, all participants supported the idea of a synergistic and integrated approach to dealing with problems related to air

quality, acid rain and ozone layer depletion. They repeatedly insisted on ways to link the subjects dealt with in the workshop, as well as links to join all the issues examined in the various workshops.

15. WATER WORKSHOP REPORT

Facilitator: Doug Wright
Rapporteur: Judy Lord

The Water Workshop of The Green Plan Wrap-up Session brought together a broad range of expertise and experience, with participation drawn from the environmental non-governmental organization (ENGO) community, the federal and provincial governments, industry, water and water-related associations and research institutions.

This workshop group articulated one overriding principle, and then formulated several guiding principles for water management in Canada. To support these key principles, the group achieved strong consensus on a series of priority recommendations and actions. These principles and recommendations are contained in the following report, and are submitted for consideration in the formulation of The Green Plan.

BASIC PRINCIPLE

Water, in its many forms, is a strategic resource. It is fundamental for all life. Water is the foundation of health. It is an environmental integrator: water quality and quantity are often key indicators of major environmental issues, from toxic pollution, to acid rain and global warming. Furthermore, water is critical to our economy. Development of advanced water conservation and protection technologies offers Canada considerable export opportunities. **Thus, the sound management of Canada's water resources must have the highest priority in The Green Plan.**

In managing its aquatic resources, Canada must adhere to the principles of sustainable development when drafting action plans for the wise use of water. With these principles in mind, the workshop group forged several key principles to guide the wise management of Canada's water resources.

KEY PRINCIPLES

No degradation of Canada's aquatic resources and ecosystems:

Stop pollution at its source, anticipate and prevent new sources of pollution, and clean-up and mitigate damage to waterways. Beneficial uses of water must be protected so that water is fishable, swimmable and drinkable.

An integrated approach to water management:
This implies management on a watershed basis and holistic planning for the ecosystem.

Firm scientific foundation for management:
The science and information base on which decisions affecting water resources are made must be bolstered.

Minimize demand for water:
Management of water must be based on sound conservation of the resource, safeguard water availability through conservation practices and minimizing demand for water.

Build and use better partnerships for water management:
Include full public involvement and participation in decision making, with appropriate funding of stakeholder participation.

Recognition of our global duty to manage water responsibly.

Full consideration of the costs and benefits of water management decisions:
The social and economic costs and benefits of action/inaction on water issues must be assessed.

Users and polluters should pay for the cost of maintaining the quality and quantity of water resources.

"Water" includes fresh, ground and marine water.

PRIORITIES FOR ACTION

To open the discussion of priorities for federal government action, the group first considered the synthesis document A Report on Green Plan Consultations, reviewing all objectives and actions put forward by Canadians to date as well as the 15 suggestions for further consideration. The review led the group to discover both omissions and statements requiring refinement and elaboration. To make their review more efficient in the limited time available, the group informally ranked the revised suggestions in order of priority. The review proceeded in order of priority, however, some topics required considerably more discussion than others, chiefly due to variation of opinion on the precise phrasing and implications of the actions cited. For example, while implementation of the Federal Water Policy was considered crucial, the item required only one half hour's discussion, while the issue of "virtual elimination of persistent toxic substances," though agreed upon in principle, required almost three hours to reach consensus.

Several other items contained in the synthesis document met with universal approval, but were not discussed. Some were felt to be self-explanatory. For example, participants endorsed:

Strengthen enforcement of standards aimed at spill prevention, including the provision of the Transportation of Dangerous Goods Act, the Canadian Environmental Protection Act, the Fisheries Act and the Canada Shipping Act.

The group felt that several specific recommendations and actions put forward by Canadians in the synthesis document merited further consideration, while others were likely to be covered adequately in other workshop sessions. Although considered to be very important, these issues were not discussed given the limited time available. These included **"Expand efforts to protect wetlands"** and attendant recommendations on wetlands. For the same reasons, the issue of **"Improved Education,"** while critical to the management of water resources and the achievement of conservation goals, was not addressed. The group felt, however, that its importance could not be over-stressed.

At the end of the session, the group expressed a range of opinions on the relative priority of the recommendations, a result due at least in part to the short time available for discussion. All priorities were strongly endorsed by the group, and were referred to the federal government for action. The argument was put forward forcefully that the key priorities of research and monitoring, the Federal Water Policy, an Oceans Policy, jurisdictional responsibilities for water management, drinking water legislation, and environmental assessment, must be acted upon in parallel with immediate action to prevent further contamination of water resources and to clean-up damage that has already occurred.

I. Enhance Research and Monitoring

Canada must improve the scientific foundation and the base of knowledge on which decisions affecting water resources are made. Not only must research and monitoring be bolstered, but the findings and information it generates must be better communicated to the public and users. The federal government should take a lead role in undertaking, initiating and supporting the following specific actions:

1. Evaluate and rationalize Canada's fresh and marine water-quality monitoring, assessment and reporting programs.

2. Develop and implement, in partnership with other governments, the academic community and industry, a

long-term research plan for basic and applied aquatic and water-quality research, including elements of the hydrological cycle

3. Improve the ongoing definition of research priorities, perhaps through periodic reviews by a special body or mechanism -- preferably one that already exists.

4. Make water resource data more accessible through such techniques as mapping of Canada's water resources and the development of indicators of water quality.

5. Enhance groundwater research, monitoring and management capability, in co-operation with provincial and territorial governments.

6. Enhance the water quality and quantity monitoring network currently in place in Canada's north.

7. Expand and rationalize monitoring and assessment activities on toxic substances in water in support of water conservation and protection regulatory programs.

8. Undertake research to develop non-polluting, water-saving technologies, practices and mechanisms. The Government should promote the implementation of the findings of this research by improving technology transfer, and by creating economic instruments that give impetus to the use of these technologies, practices and mechanisms.

9. Enhance research on the economic, social and institutional causes of water degradation.

10. Monitor and enhance research on the social benefits of improved water quality.

11. Support the provinces in engaging outside expertise (available in universities, institutes and elsewhere), to assist them in developing water policies and strategies for their jurisdictions.

12. Reinstate the Water Resources Research Support Program for subventions to universities, which terminated in 1986.

II. Implement the Federal Water Policy

The workshop group recognized that the Federal Water Policy provides a comprehensive strategy for action, it was developed through a thorough participation process that encouraged focused involvement from a cross section of Canadians. The resulting strong document should be acted upon immediately, particularly

since full implementation of the policy would imply considerable cost savings in managing Canada's water resources in future.

Canada should immediately:

1. Develop and bring forward for public review a detailed plan for implementing the Federal Water Policy by April 1991.

2. Establish an independent body or mechanism to keep the public informed about the federal government's progress in implementing the policy, and to evaluate the policy's effectiveness in meeting sustainable development principles and objectives.

III. Develop an Oceans Policy

The group recognized that consideration of water issues often places more emphasis on fresh waters than on the marine environment. Since the Federal Water Policy deals primarily with fresh waters, the federal government should undertake immediately the development and implementation of a similar policy for oceans. This might be accomplished in concert with the completion of the national marine environmental quality framework (as discussed in the synthesis document, page 87, recommendation 15), the production of an action plan for this framework, and enactment of a "Canada Oceans Act" as suggested in recommendation 14, page 87, of the synthesis document. The development of an oceans policy must provide for consultation with the provinces, territories, industry and other affected parties.

Recommendation 15 reads: **"Complete a national marine environmental quality framework and produce an action plan in consultation with the provinces, territories, industry and other affected parties."**
Had time permitted, the group would have liked to set a strict time frame for accomplishing this goal, and to ask government to look particularly at coastal waters.

Recommendation 14 reads: **"Through a Canada Oceans Act, enhance the legislative basis for adopting several key elements of the Law of the Sea Convention, including provisions to create the 200-mile "exclusive economic zone," assert Canada's interests in migratory species and stocks straddling the 200-mile limit, provide for the creation of marine protected areas, and strengthen the legislative basis for ocean science."**

IV. Rationalize and harmonize the activities of the federal, provincial and municipal governments in water resource planning, and enforcement and the development of regulations

The workshop group recognized the fact that responsibility for managing Canada's water resources is shared among various jurisdictions. They believe that the current regime creates confusion for those interested in and affected by the management of water resources, and greatly impedes effective and timely resolution of water issues. The status quo is simply not acceptable, and indeed, the group felt the situation was likely to get worse in view of recent events concerning Canada's constitution and the increasing dissatisfaction of native peoples. It is critical, now, to clarify the boundaries of intergovernmental jurisdiction, and seek a clear "one window" approach to water management across the country.

Participants noted and expressed support for the recommendations contained in the Decision Making section, page 32 of the synthesis document, which called for the development of complementary water regulations and policies for the federal and provincial governments. This would clarify areas of shared responsibility and address transboundary issues.

One specific recommendation that would assist in alleviating current problems is that:

1. The federal government develop nationally acceptable guidelines for water, sediment and biota, for both fresh and marine ecosystems.

As well, the group recommended that the government consider several other alternative actions, which might be applied separately or together as appropriate. To promote harmony among jurisdictions, the federal government can:

2. Proactively assist and support the provinces and territories in developing conservation strategies that address and promote the sustainable development of water resources and the resolution of water issues, including conflicts.

3. Construct, in conjunction with the provinces, a National Water Policy, similar in scope and approach to the Federal Water Policy.

4. Encourage the production of provincial and territorial water policies, through provision of funding for engaging necessary outside expertise (as mentioned earlier in "Enhance Research and Monitoring"), and through other means.

V. Enact a Drinking Water Safety Act

The federal government should immediately set national standards for drinking water by tabling a Drinking Water Safety Act by the fall of 1990.

While ongoing research is necessary, there must be no delay in implementation of the act. Rather, government should ensure that as the act is implemented, it be supported by an ongoing research program. It is also critical to establish immediately an adequately-funded training program so that fully trained people are available to implement the provisions of the act.

VI. Develop a plan and schedule, by April 1991, for applying across Canada the principle articulated in the Great Lakes Water Quality Agreement of "virtual elimination of persistent toxic substances in water."

The working group was unanimous in its insistence that persistent toxic substances be eliminated from Canada's water bodies. They agreed that Canada's goal must be "virtual elimination," and that no lesser standard was acceptable. In pursuit of this goal, the group agreed that government must use all mechanisms at their disposal, including legislative and economic instruments, and that governments must lay out a process for involving stakeholders in proceeding immediately toward the goal.

The topic occupied several hours of group debate, as participants struggled to set a goal that would reflect the critical importance of the issue, but was also achievable. Participants agreed that the issue is **urgent.**

Some participants expressed considerable difficulty with the concept of "zero discharge," feeling that while the goal is noble, a "zero discharge" level might never be achievable for practical reasons and because of the current limitations of science and technology. Others felt that only complete elimination of persistent toxic substances is sufficient.

The group reached consensus by taking "virtual elimination" as the key phrase in their recommendation, and agreed that zero discharge is a desirable -- if not always achievable -- target.

The group expressed full consensus that water bodies and courses now considered "pristine" -- or at least not subject to the discharge of persistent toxics -- should remain pristine. Therefore, they extended their recommendation as follows:

1. In areas where persistent toxic substances are not at present being discharged, discharges should be prohibited.

The group also felt that the list of "persistent toxic substances" contained in and defined by the Great Lakes Water Quality Agreement is just a beginning, and that Canada must move more quickly to control all contaminants. They pointed out that

44 priority substances are currently under examination in Canada under the Canadian Environmental Protection Act (CEPA), and that similar assessments are being conducted outside of Canada. The group recognized the difficulty of setting concrete accelerated targets for assessing, designating, regulating and controlling these substances, since the necessary expertise and other resources may be limited, regardless of funding.

They agreed, therefore, to make the more general recommendation that the federal government:

2. Accelerate the assessment and regulation of priority substances, under CEPA, by augmenting the financial and human resources currently available for carrying out this work. Furthermore, accountability to the public during the CEPA assessment and regulation process must be improved, through better communication with stakeholders and by establishing an independent external audit body to review and report on the status of the process.

A third recommendation was that:

3. Canada should permit neither the import nor export of wastes for disposal in marine or fresh waters.

VII. Conduct environmental impact assessments on all projects within federal jurisdiction and/or responsibility, and having the potential for significant impact on water resources. Government must ensure that sufficient resources and other mechanisms are in place to conduct assessments in a timely fashion.

Participants were concerned that some projects already proposed and/or currently under way have not been assessed properly, or at all. Other projects are taking an inordinately long time to review. Participants agreed that the proposed Environmental Assessment Act now being considered by Parliament, promises to improve the efficiency of the process.

They agreed that:

1. New projects having potentially significant impacts on water resources must continue to be reviewed under the new legislation.

2. Projects proposed or now under way, but which have not been assessed, should be subjected to environmental assessment review.

VIII. Implement full-cost pricing of water, to include social, environmental and economic costs.

The group felt that Canadians must begin at once to pay the full costs of withdrawal, use and disposal of water. To this end, they recommended that the federal government:

1. Develop, by April 1991, a proposal and agenda for research into full-cost pricing, including development of economic instruments and technologies (as described earlier in "Enhance Research and Monitoring") that encourage water conservation. This agenda should be accompanied by a strategy for action to be taken.

And more specifically, they recommended that to initiate this work:

2. The federal government should sponsor a national conference on water pricing, to discuss the equitable application of economic instruments in water management.

IX. Introduce legislation to prohibit the export of water from Canada, particularly through inter-basin diversions.

The group confirmed this recommendation contained in the synthesis document and added the reference to "inter-basin diversions."

X. Accelerate clean up of major water courses.

While the time remaining to discuss this priority was extremely limited, participants strongly agreed that clean up is a critical and urgent need all across Canada. Some participants felt this should be given the highest priority. All, however, agreed that the federal government should take immediate action on two fronts:

1. Accelerate current programs for cleaning up major waterways (for example, St. Lawrence, Great Lakes).

2. Develop co-operative action plans with the provinces and territories to clean-up other major contaminated waterways, giving due consideration to priorities within various regions, and to national criteria be developed in co-operation with all jurisdictions

16. AGRICULTURE AND LAND USE WORKSHOP REPORT

Facilitator: Felicity Edwards
Rapporteur: Cynthia Taylor

Note: See Sub-group Report in Appendix B.

INTRODUCTION

The workshop focused its attention on agriculture and not land use in its deliberations.

Participants agreed to use the report of the Federal-Provincial Agriculture Committee on Environmental Sustainability (to be referred to as "Growing Together" for the remainder of this report). The participants' recommendations in A Report on The Green Plan Consultations provided the group with supplementary material only. The Suggested Recommendations were not considered at all.

The substance of this report in another format has already been conveyed to the meeting of Ministers of Agriculture in Moncton, New Brunswick, by one of the workshop participants, who also made the commitment to inform all the other participants of the outcome of the Moncton meeting.

A. ACTION PLAN

Statement of Objectives and Their Relative Priority

1. The objectives are listed later in this report as a part of the participants' response to the objectives in "Growing Together."

2. The participants felt strongly that the objectives outlined could not be ranked in order of importance, as each is equally important.

ACTIONS

Means of Achievement/Actions to 1995 and Beyond and Their Relative Priority.

1. Participants agreed that they were not equipped to give a realistic timetable of actions, budget schedules and costs.

Given that the participants recommended that the actions described in Chapter 3 of "Growing Together" should form the basis of consideration by Environment Canada for The Green Plan, and that they felt in the time frame of The Green Plan consultations, they could not review the actions fully, they did not prioritize actions.

However, participants did specifically recommend the actions described later in this report.

Role of Government and Stakeholders in Affecting Action

The participants expressed concern that there appeared to be parallel processes dealing with environmentally sustainable agriculture.

Therefore the participants recommended that Environment Canada and Agriculture Canada work in partnership with the public through a process of consultation in considering and ultimately implementing the Report of the Federal-Provincial Agriculture Committee on Environmental Sustainability ("Growing Together").

B. SYNTHESIS

This report represents the major areas of agreement of the participants.

While there were some areas of significant disagreement, participants emphatically requested that these not be recorded.

This synthesis section represents the group's response to the first three pages of the Executive Summary of "Growing Together" and includes additional material to fill gaps identified by participants in that report.

Light-face type represents original text from "Growing Together." Bold-face type represents the changes and additions of the participants.

Premise

Agricultural food production is a fundamental sustainer of human populations. The public's expectation and need for safe and nutritious food produced in an environmentally sustainable manner recognizes the public's obligation to support those benefits for our common environments.

Recommendation on Process

Given the significant degree of commonality between the agriculture section of A Report on The Green Plan Consultations and the Report of the Federal-Provincial Agriculture Committee on Environmental Sustainability, we recommend that Environment Canada and Agriculture Canada work in partnership with the public through a process of consultation in considering and ultimately implementing the Report of the Federal-Provincial Agriculture Committee on Environmental Sustainability.

Goal

To maintain or enhance the natural resources that the agri-food sector uses or affects, while ensuring environmental, economic and social integration.

Objectives

1. To conserve and enhance the natural resources that agriculture uses and shares.

   Action: Protect agricultural land base through: greater multi-purpose land use and rural landscape planning, improved mechanisms for resolving conflicts and strengthening compatibility between agriculture and wildlife; reforming municipal assessment and taxation policies to provide greater protection for farmers; reviewing legislation and enforcement with respect to land use zoning with a view to protecting farmland from urban encroachment enhancing environmental protection; **consideration of a program of conservation easements and land trusts; and the consideration of agricultural capability in the disposition of surplus public lands.**

   Action: **Enhance the preservation of natural wildlife species and their beneficial interaction with agricultural production by the contiguous interspersion of wild habitats throughout agricultural lands. (This action is a corrective to Action "3" under objective "1" on page 89 of A Report on The Green Plan Consultations.)**

2. To be compatible with other environmental resources that are affected by agriculture.

3. To be proactive in protecting the agri-food sector from the negative environmental impacts caused by other sectors and factors external to agriculture.

4. **To conserve and enhance family farms, community/farm partnerships and rural communities.**

5. **To promote health and safety in agriculture.**

   Action: **To develop a medical surveillance program aimed at the screening for biological effects of agriculture-related health risks and exposures.**

6. **To educate and raise the level of awareness of primary producers, processors and consumers with respect to the**

importance of environmentally responsible farming as an economically viable livelihood.

Issues and Visions

1. Agricultural soil resources

A secure and well-managed resource base of agricultural land and soil to support the long-term productivity and competitiveness of the Canadian agri-food industry.

2. Surface and groundwater quality

An agri-food sector that contributes to improved surface and groundwater quality through the use of environmentally sustainable production and processing practices.

3. Water quantity

An agri-food sector that has adapted itself to, and manages on a sustainable basis, the surface and groundwater resources available to it.

4. Wildlife habitat

Canada's agri-food sector and wildlife resources to be managed for sustainability and long-term mutual benefits.

5. Air and climate

An agri-food sector that is able to respond to air and climate change, and which does not itself contribute to air and climate problems.

6. Energy

An agri-food sector that is more energy efficient, less polluting and less dependent on non-renewable energy sources.

7. Pollution and waste management

A major reduction in the impact of pollution on air, soil and water resources used by the agri-food sector. An agri-food sector that has minimized its contribution to air, soil and water degradation and pollution.

8. Genetic resources

Canada to have an accessible and sufficiently diversified genetic resource base that can be effectively utilized to assure the sustainability of agriculture for future generations.

9. Food quality

In order to provide safe, nutritious food for domestic and export markets:

Action: Analyze existing agricultural practices for their effects on health, and consider the implications of eliminating such practices.

Action: Modify food grading practices to further emphasize nutritional value and de-emphasize appearance.

Action: Improve detection methods for a wider variety of chemical residues and promote reductions in residue levels on foods.

Action: Monitor food contaminants more closely.

10. International co-operation and Canadian leadership

Canada to play a leadership role in encouraging other nations to adopt environmentally sustainable agriculture, by first setting an example at home, by promoting it abroad both at bilaterally and multi-laterally and by exchanging information and technology where appropriate.

11. Animal welfare

Animal husbandry practices that build upon already established codes of practice, recognize that domesticated animals are sentient creatures, and encourage livestock practices that respect the social needs of individual species and their requirements for proper nutrition, health and housing.

Conclusions

1. An agri-ecosystems approach to managing the agri-food sector is the key to conserving or enhancing the natural resources that agriculture uses or shares (For example, sustainable agriculture, in recognizing the role of small birds in crop pollination and pest control, potentiates these roles.)

2. The same agro-systems approach that leads to conservation or enhancement of the agricultural resource base, will also effectively address the off-farm environmental quality concerns which are so closely linked to management practices, inputs and technology used on the farm.

3. The adoption of effective resource management and environmentally sustainable practices shall not be constrained by short-term economic criteria.

4. Environmental sustainability is an important key to long-term sustainability and competitiveness in the agri-food sector.

5. The assessment of agri-food sector performance and its contribution to national income must take into account its impact on soil, water and other resource capital; **all public costs of environmental damage; and the agri-food sector's cost of conserving these resources for the public.**

6. Producers, extension personnel and the general public must be the target for education and awareness activities that have been strengthened and refocused towards environmentally sustainable agricultural systems.

7. Current efforts to make the agri-food sector more environmentally sustainable are encouraging, but a more consistently holistic approach must be pursued in all areas, particularly education and research, to ensure significant long-term improvement.

Recommendations

- **Environmentally sustainable agricultural practices should be promoted through market-based incentives that reflect full costs.**

- **The federal and provincial governments should provide leadership by reviewing respective and joint programs and activities related to environmental sustainability issues so that long-term support is both adequate and responsive to regional conditions and needs, especially during transition towards sustainable agriculture.**

- **Public consumption of wildlife should demonstrate a realistic economic return to the landowner.**

- **Develop unified national standards for certifying organic produce and producers.**

17. FORESTS WORKSHOP REPORT

Facilitator: George Matheson
Rapporteur: Diane Campbell

SECTION 1. Introduction

The Forests Working Group began by adopting a series of objectives. These were based on the objectives presented in The

Green Plan synthesis document A Report on The Green Plan Consultations, but were modified in important ways. For each objective, a number of recommendations were then adopted, by consensus in all cases. Objectives, recommendations, and discussion are presented in Section 2.

A number of other issues were raised, but there was insufficient discussion to lead to specific recommendations. These are presented in Section 3.

It should be noted that **all** "Suggestions for Further Consideration" included in A Report on The Green Plan Consultations were considered by the group. Although some were adopted with limited changes, several others have been changed significantly.

Note that neither the objectives nor the recommendations are necessarily presented in order of priority, although in the discussion most emphasis was placed on Objectives 1 and 2.

SECTION 2. Objectives and Recommendations

Objective 1: To improve national planning and policy co-ordination.

Recommendation 1

Renew the forestry agreements with the provinces, using the funds provided to support national objectives of environmental quality and sustainability.

There was broad support for this recommendation. Some participants emphasized strongly the large contribution these agreements have made to the forest sector. The participants realized that the agreements would be going ahead with or without The Green Plan but felt that the Plan provided an excellent opportunity to enable the federal government to promote objectives of sustainable forestry and provide a mechanism for leverage within the provinces. Participants involved with the agreements noted the frustration being experienced by provinces, which are currently without these funds, while the agreements are being renegotiated. A strong plea was made for the continuation, without break in funding, of the agreements. It was also agreed that the funds should be used in an environmentally sensitive way by applying such processes as the Environmental Assessment Review Process (EARP). It was pointed out that some agreements support pesticide application, which was not acceptable to some participants.

There was a great deal of discussion on whether this recommendation should include specific reference to individual projects or objectives (such as reforestation or "careful"

logging). After debating several specific actions it was concluded that this was not appropriate, because the agreements vary too much from region to region and depend to a large degree on the individual needs and demands of the provinces. Participants emphasized that the federal government should ensure that work carried out was consistent with the objectives of sustainable forestry.

Recommendation 2

Through the Canadian Council of Forest Ministers, and with the input of affected stakeholders, the principles of sustainable forest management should be implemented nationally. This should include:

- an immediate commitment of the federal, provincial, territorial, and aboriginal governments to sustainable forest management;
- development of a National Forest Policy Framework, endorsed by the federal, provincial and territorial governments by 1995;
- review and implementation of the National Forest Sector Strategy by 1995;
- the development of integrated forest resources management plans by federal, provincial, territorial, and aboriginal governments by 1995.

It was noted that the items listed in this recommendation set the framework and tone for future directions in forests and forestry practices, and as such that the recommendation is profound in its implications. The development of a policy framework and integrated resource management plans was considered to be an extremely important mechanism for ensuring that all levels of government accepted the principles of sustainability in forests and forestry practices and agreed to apply them within their respective jurisdictions.

Some participants do not support the present version of the Strategy because one of its recommendations legitimizes the use of pesticides.
The need for a Strategy was accepted by all but it was noted that this forum was not reviewing the present version of the Strategy.

Recommendation 3

In co-operation with the provinces, local residents, and the private sector, implement job retraining, provide new job opportunities (on-site where possible), and implement economic adjustment assistance where there are disruptions associated with sustainable forestry initiatives. This assistance must be managed in a fiscally responsible manner.

This recommendation received broad support but led to a discussion on how programs of this nature have been managed poorly in the past. Several participants noted the need to involve local talent and expertise in the management of this type of program. Local environmental groups, for example, might be of assistance. These points led to the criticism that labour was not represented at the discussion. It was noted finally that a program of this type must produce benefits which outweigh the costs.

Recommendation 4

Encourage the establishment of provincial advisory committees to enable adequate multi-level public involvement in long-term forest planning. The Forest Sector Advisory Committee of Canada

and the Forest Research Advisory Council committees should include public representation.

It was recognized that many advisory or consultative groups have already been established or are being planned in the provinces. Participants were interested in the multi-stakeholder, multi-tiered process used in Ontario, which reports to the provincial minister. Examples of consultative committees in other provinces were viewed as being politically driven.

In addition to public representation, it was noted that multi-disciplinary involvement in advisory committees is important.

Recommendation 5

Develop, jointly with aboriginal peoples, and in co-operation with provincial governments and other stakeholders, a national strategy to encourage the participation, in an environmentally sustainable manner, of aboriginal peoples in the forestry sector.

The working group supported the need to encourage the participation of aboriginal peoples in the forestry sector. The strategy proposed must be comprehensive and must include forestry management on native lands and the employment of aboriginal peoples on adjacent lands off the reserve. It was noted that this strategy and its development must not prejudice any of the ongoing negotiations between aboriginal peoples and governments regarding such things as land claim settlements, self government, and various other ágreements. It was pointed out that industry had much to gain by actively supporting the resolution of these negotiations and were encouraged to show their support.

Recommendation 6

Decision making to support sustainable forestry should consider economic and risk analysis, which includes cost/benefit studies, natural resources accounting and other environmental/ecological indicators.

This recommendation represented a melding of several different areas of concern regarding management in forestry. Firstly, some participants felt that an insufficient amount of cost/benefit analysis was being carried out in the resource planning and accounting of the industry. Secondly, the point was made that the rigour of cost/benefit analysis needed to be applied to the concept and application of sustainable forestry. Thirdly, some participants felt that traditional methods of cost/benefit analysis were simply not adequate in addressing the idea of sustainability and that new methods of doing this kind of analysis should be used by the forest and forestry sector.

OBJECTIVE 2: To promote and maintain sustainable forests and forestry practices.

Recommendation 7

In conjunction with the provinces, private woodlot owners, the forest industry, aboriginal groups, local communities, non-governmental organizations (NGOs), and other stakeholders, develop demonstration programs to:

- support forest and forest ecology research
- showcase best available forestry practices
- provide opportunities for public education on current forestry practices.

The discussion surrounding this recommendation was broadly based and included among others, the debate over fundamental issues such as the difference between sustainable forestry and sustained yield, and the definition of integrated pest management. Consensus on the definitions, and on the need to accept and practise these concepts as variously defined, was not reached. The group agreed to set aside the problem of definitions to concentrate on discussing the proposed recommendation.

The participants agreed that the recommended demonstrations are important in encouraging and promoting the best possible management of forests. After some debate about the nature of demonstration programs, the group decided that the three separate goals listed in the recommendation should be addressed. It was noted that examples of environmentally appropriate forestry practices existed, but that the existence of some good examples did not mean that better practices, and new areas of investigation, were not needed if the forests were to be maintained in a sustainable manner. Some participants noted the

need to track the costs of applying new forestry practices as part of the demonstration process. Other participants raised the issue of demonstrating natural forest processes. The group decided not to include specific project areas (for example, integrated pest management, selective harvesting) in the recommendation, partly because of the problems encountered in defining terms and partly so as not to discourage the inclusion of areas not specified when the program was at the operational stage.

Recommendation 8

Complete, before the year 2000, a national, representative system of parks and protected areas across Canada.

This recommendation arose from a discussion of the value of "old-growth" forests and the need to conserve areas of this type in each eco-region. It was decided that the completion of the parks system was the best mechanism for achieving this. Some participants felt strongly that a specific minimum figure of 12 percent of old growth forests should appear in the recommendation. Other participants felt equally strongly that the percentage was somewhat arbitrary and did not serve the best interests of either side of the debate, particularly if the 12 percent became a figure cast in stone and was applied to a situation where a larger percentage of land was needed to serve the purpose of protection. There was confusion and lack of consensus on what type of land was being implicated by the 12 percent. For example did it represent 12 percent of "old growth" regions in 1990 or when the parks system was complete in 2000 (when the overall percentage of available old growth would be smaller). This was not resolved.

Further detailed discussion of this recommendation was not undertaken, in recognition of the overlap with the Parks and Wilderness Working Group.

Recommendation 9

The federal government should ensure that an acceptable environmental assessment and review process is applied to forest management and development activities that are funded by the federal government or impact on areas of federal jurisdiction.

Participants noted that the new federal legislation on the Environmental Assessment and Review Process would impact on forestry decisions. The exact nature and scope of this impact was not known. Some participants expressed a strong concern about

decision making becoming stalled because of the application of EARP and, in particular, the potential for redundancy if various levels of governments were all required to carry out these kinds of assessments. It was noted that, in general, this type of redundancy rarely occurred because governments came to agreements on the selection of one process. This led to some comment regarding the dissatisfaction in the past of various stakeholders with provincial or federal assessment processes on a project by project basis. All participants agreed, however, that environmental assessments were needed and, in the case of the federal government, could be used to provide some leverage in the provincial decision-making process. Some participants felt strongly that this recommendation should include a reference to areas of national interest, rather than simply areas of federal jurisdiction, so that the federal government would have the ability to overturn decisions made within the provinces if those decisions were not in keeping with the opinion of Canadians.

Recommendation 10

Ensure satisfactory renewal and management of all deforested areas.

This recommendation was included to specifically highlight the need for government commitment to this broad principle.

OBJECTIVE 3: To improve the knowledge base of forests and forest management practices.

Recommendation 11

Increase support to existing research programs,and develop new ones to improve the scientific basis of sustainable forestry and forest practices, including, by way of example, research into:

- improved means of pest management
- relation of the forest to global warming
- improved understanding of forest ecosystems (soil, flora and fauna)
- improved understanding of soil dynamics and its relationship to forest ecology
- preservation of genetic diversity of forest species
- environmentally sensitive harvesting and regeneration practices
- biological means for increasing forest productivity
- improved forest fire management
- development of environmentally acceptable forest products using environmentally acceptable processes.

The participants agreed that research was an extremely important area in forest and forestry management. Participants emphasized strongly the need for research funding and the need for an ongoing commitment in supporting research activities.

Some participants also noted the need to evaluate past research results, particularly those related to sustainable forests and forestry practices. The recommendation attempted to provide, by way of example, many research needs but was not considered to be an all-encompassing list.

Participants felt that all research project proposals supported by such programs should be peer-reviewed using set criteria. It was noted that the quality of the proposal should take precedence over the scientific credentials of the group originating the work. Some participants noted that the infrastructure required to carry out the work (for example the equipment and facilities) was often linked to those credentials but agreed in principle that funds should be available to non-university applicants.

Recommendation 12

By 1995, complete a Canada Ecological Land Classification System, with the participation the provinces and other stakeholders.

There was broad support for this recommendation because an ecological classification system has the potential to provide very useful information to the forest sector. Participants were not, however, familiar with the specifics of the existing Canada Ecological Land Classification System. Because of this lack of knowledge, participants were hesitant to accept that the existing system would necessarily meet all the needs of the sector.

Recommendation 13

Establish, in partnership with industry and other stakeholders, a standardized database of information (such as accurate forest inventory) by Forestry Canada. This database should incorporate both timber and non-timber values.

This recommendation was supported by all participants. Participants expressed the need for a common reference point in forest management and the need for a great deal more information to be available to all interested stakeholders. Some participants felt that there should be a specific effort made to include local residents (having forest expertise specific to their regions) in the collection of the information. Other participants noted the broad scope and expense of the task and

pointed out that to be really useful, a database had to be flexible enough to accommodate specific local parameters. A new program is apparently underway to develop a forest database. Producing an inventory is one element of this initiative. It was noted that standardized techniques for data collection have been agreed to. At present the inventory appears to focus on timber parameters. The participants agreed on the need to have non-timber information on forests available in a database that would be accessible to all users.

OBJECTIVE 4: To improve federal government leadership at home and abroad.

Recommendation 14

The federal government should utilize every opportunity to promote and implement the principles of sustainability.

The recommendation was supported by all participants. A participant raised the point that federal government authority should supersede that of the provinces in forestry matters, particularly in areas related to environmental quality and sustainability. This point was raised in the context of several recommendations. The group as a whole could not accept what in fact would be a fundamental change to the constitutional framework of Canada. Where possible, however, participants undertook to include, under the relevant recommendations, some reference to the need for the federal government to apply leverage whenever possible with the provinces in achieving the goal of sustainability.

Recommendation 15

Canada should take a leading role in the development of an international convention on forests and forestry.

Participants were informed of an international initiative currently being discussed regarding the development of a forests and forestry convention. It was unanimously agreed that Canada should take a leading role in its development and in so doing should emphasize principles of sustainability. It was suggested, but not discussed in detail, that Canada should volunteer to house an international agency to support this convention and should support a separate forestry program under the United Nations.

Recommendation 16

Promote projects that support resource conservation and ecologically sustainable forestry in developing countries. These projects should include support for reforestation and for the development of policies and administrative systems at the local level, and must not conflict with the needs of indigenous peoples.

This recommendation resulted from a wide ranging discussion of the potential, on one hand, for supporting environmentally and socially harmful projects in developing countries and, on the other hand, the positive experience of providing much needed forest and forestry expertise in these countries. Some participants did not wish to see a recommendation that could be used to legitimize poor forestry practices abroad, and expressed concern that the Canadian record in applying sustainable practices at home was not a good one. Other participants highlighted some excellent examples of positive contributions made by Canadians in developing countries. It was generally agreed that seeking opportunities to share progressive forestry techniques and forests expertise was a very important area. It was also agreed that local participation in the project planning was an essential mechanism in ensuring that projects are ecologically sustainable.

OBJECTIVE 5: To improve Canadian's understanding of forests and forestry.

Recommendation 17

In recognition of the importance of public knowledge and understanding, support and undertake information programs such as:

- State-of-the-forest reports,
- National Forest Week,
- Promotion of tree planting and stand tending,
- Practical education of children and youth,

all to encompass the principles of sustainable development.

Participants felt that education was an important facet of the forest and forestry issue. Some specific items were discussed but generally, because of time restrictions, participants agreed to leave specific communication mechanisms out of this discussion. It was stated, however, that Canadians should have access to detailed information regarding the forest and forestry sector and that this information should include both non-timber and timber data. It was also felt that the proposal for an Arbour Day should be replaced by emphasis on the already established National Forest Week.

Recommendation 18

The Government should actively seek opportunities to assist other organizations whose goal is to promote the education of the public at large by harnessing the knowledge and expertise that exists within the forest sector.

Participants wanted to see support given to groups other than the federal government to further the overall objective of education.

[OBJECTIVE 6: To promote the conservation of natural forests.]

This objective was proposed and tentatively agreed to at the start of the working group's discussion. The group did not, however, have an opportunity to discuss this objective in detail nor did they have time left in the workshop to propose specific recommendations to support the objective.

OTHER ACTIONS

Recommendation 19

Develop and support a Canadian tree conservation and regeneration program for urban and rural areas.

This recommendation was intended to support tree planting activities in areas not designated as forest lands. Participants wished to emphasize that it did not imply tree farming or other monocultural practices. The planting of indigenous species, for example, should be encouraged. Recommendations were not made concerning responsible parties or sources of funding.

SECTION 3: Other Issues

The participants contributed the following list of issues and concerns to the future agenda for discussions concerning forests and forestry in Canada. This list represents issues identified by one or more participants during the course of the workshop, but that were either not discussed or discussed insufficiently to come to a consensus. The points do not appear in any order of priority.

Participants felt strongly that this list should be recorded but also wished to emphasize that with further discussion many of the issues raised could have been addressed and additional related recommendations developed. The participants therefore viewed the exercise of voicing the list of issues and concerns as the first

step towards future dialogue. The group also wished to note that this list of issues is not comprehensive in nature.

1. Harvesting/Regeneration: Elimination of clearcutting forestry practices; use of natural regeneration techniques; harvesting practices should be based on silvicultural characteristics and ecological principles; concern with the sustainability of artificially regenerated forests; rehabilitate degraded areas.

2. Pesticides: Alternatives to pesticides; banning of pesticides and herbicides while alternative methods are being developed; the process of evaluating pesticides/herbicides should be accessible to public (science, assessment) and information used in the process should be available to interested stakeholders.

3. Economic/financial issues: Economic incentives for good forestry practices; optimize the return from the forests and forestry to the country; federal government should remove funding from programs not following ecological principles.

4. Process: Need to integrate other uses and users in forestry management; political processes should not intrude on the scientific process -- scientific decisions should drive the political process; local community control of resources; increased funding to ENGOs.

5. Aboriginal peoples: Must be recognized as partners in resource management in Canada; new ways of involvement for native peoples must be explored.

6. Institutional: Single window approach to regulation through Canadian Council of Forest Ministers or Environment Ministers; need for an environmental office to oversee federal/provincial decisions; develop comprehensive and workable land-use allocation system.

7. Moratorium on the construction of pulp and paper mills in Canada until EARP is applied to all these areas; need to re-evaluate pulping process (non-bleaching process).

8. Comprehensive 100 percent recycling.

9. Better management of sewage (for example composting in forests).

10. Preserving the Carmanah Valley, British Columbia.

Finally, the participants voiced concerns regarding The Green Plan consultation process, particularly the development of the synthesis document action items and further suggestions. Many participants felt that the document inadequately reflected their discussions in the regional consultation sessions. There were also concerns raised that recommendations were being proposed in isolation from other discussions pertaining to the forestry sector.

There was also frustration that participants were unable to complete discussions on a number of points, but they wished to thank the Government for the opportunity to participate in the consultation process.

18. FISHERIES WORKSHOP REPORT

Facilitator: Ed Andrusiak
Rapporteur: John Duffy

A. INTRODUCTION

1. Participants' Opening Comments and Concerns

- Fishers (such as, fisherpersons: inshore, freshwater, commercial) not represented at workshops, should be involved as stakeholders.
- Degradation of fish habitat[1] that results in shut down of fishery.
- Contaminants that appear and shut down fishery.
- Illegal fishing on high seas. Canada generally powerless to do anything about it.
- Lack of a sustainable fisheries strategy for Canada.
- including a process for participating in the Food and Agricultural Organization's (FAO) sustainable fisheries strategy and 1992 World Conference on Environment and Development.
- Need for funding to encourage information exchange, discussion and networking on sustainable fisheries across Canada.
- Green Plan must reflect maintenance and improvement (stewardship) of aquatic ecosystems.

- Improve enforcement of habitat provisions of Fisheries Act.
- Accountability of the Department of Fisheries and Oceans (DFO) to the Department of the Environment (DOE).
- Other departments must be accountable to the Department of the Environment.
- DFO needs to assert its responsibility and not pass it on to provinces.
- Ensure Green Plan supports long-term self-supporting ecosystems and fish stocks.

2. Written Submission

One written submission was received. The submission was made by the ad hoc committee on ecological security which feels that the whole concept of "ecological security" is a fundamental human right and has been left out of the synthesis document A Report on The Green Plan Consultations.

B. Action Plan

1. Goal

The group felt that it required an overall goal to guide the development of an action plan for fisheries. The group developed and endorsed the following goal statement and definition.

Goal:

Sustainable Fisheries for Canada

Definition:

Stewardship of fisheries and aquatic[2] ecosystems within a total ecological context for the benefit of present generations without compromising the ability of future generations to meet their own needs.

2. Prioritized Objectives and Actions

The group reviewed the fisheries section of the synthesis document and identified the following objectives and actions to enhance and complement the synthesis. Priority objectives and actions are marked with an asterisk (*). The group felt very strongly that objectives and actions not identified as priorities

be acted upon. That is, all objectives and actions are important and should not be ignored just because they are not identified as priorities in this report.

Objective:

***To achieve and maintain an environment suitable for long-term self-sustaining healthy, uncontaminated populations of aquatic species.**

Actions:

- Establish protected aquatic areas to preserve ecological diversity.

- *Undertake discussions with municipalities, provinces and industry to increase compliance with existing habitat protection regulations and legislation and develop new regulations as required.

  - Who? - DFO and DOE
  - When? - Now

- Undertake discussions with provincial and territorial government departments to establish a broad national policy on the transfer of non-resident and genetically altered species, among water basins in Canada and the introduction of exotic species into Canadian waters.

  - Who? - DFO
  - When? - Start now, policy by 1995

- Produce a Geographic Information System (GIS) and comprehensive inventory of aquatic habitats and species to establish key indicators of aquatic ecosystem health in all regions of Canada in order to assist decision makers.

  - Who? - DFO, DOE, provinces
  - When? - Complete by 2000

- Maintain and rebuild strains and stocks that are threatened.

Sub-action: Reduce the total allowable catch in all stocks that are depleted.

- Who? - DFO
- When? - Ongoing

- *Implement the policy of "no net habitat loss and net gain of productive capacity."

  - Who? - DFO, DOE, provinces, industry, ENGO, NGO
  - When? - Ongoing

- Take action required to eliminate the problem of pulp mill effluent.

  - Who? - DFO
  - When? - Start now. Comply by 1995

- *Develop and revise regulations based on the environmental requirements/capabilities of the receiving water system, not the size of the industry.

  - Who? - DOE, DFO
  - When? - By 1995

- Establish a national standard for minimal instream-flows for aquatic habitat maintenance,
  - negotiate mechanisms to maintain these standards.

  - Who? - DOE, DFO, provinces
  - When? - Complete by 1993

- Clarify jurisdictions on environmental assessment and review and revise regulatory responsibility between federal and provincial governments.

- Increase fish productivity through habitat restoration and augmentation, develop and implement river basin and coastal resource management plans and expand scientific research.

Objective:

***To effectively manage domestic fisheries on a sustainable basis.**

Actions:

- *Develop a national sustainable fisheries strategy for Canada involving all stakeholders.

- Who? - DFO, DOE, provinces, stakeholders
- When? - Draft within one year

- *Ensure opportunities for regional consultation and scheduling appropriate to local conditions and structured for the lay person.

- Clarify federal/provincial jurisdictions for habitat and fisheries to avoid duplication of effort and gaps in responsibility.

  - Who? - Federal government, provinces
  - When? - By 1995

- Support studies on fish populations, their ecosystems and impact of environmental factors, including climate change and ozone depletion with input from fishers.

  - Who? - DFO, DOE, stakeholders

- Make more efficient use of the existing fisheries resource within the sustainable fisheries context,
  - market development
  - industry adjustment
  - maximizing employment.

  - Who? - Stakeholders, DFO, Atlantic Canada Opportunities Agency (ACOA), Western Diversification Office (WDO)
  - When? - Immediately, ongoing

- *Examine alternative management strategies
  - localized co-management
- management of user demand versus supply management.

  Sub-actions:
  - involve local people in increasing the productivity of the local resource
  - maintain the general health of the local resource
  - have mechanisms to recirculate the increased wealth back into local communities (for example, credit unions, co-ops)
  - some decision-making control by local people.
  - Who? - DOE, DFO, provinces, stakeholders

- Ensure that the social and economic importance of the recreational fishery is recognized in fisheries decision making.

- Who? - DFO, provinces, stakeholders
- When? - Ongoing

- Extend the observer coverage to ensure compliance with quotas.

  - Who? - DFO, provinces
  - When? - Now

Objective:

***To take a leading and effective role in international management of aquatic resources.**

Actions:

- *Further develop or aid in the development of international law to address unregulated high-seas fishing.

  - Who? - DFO, External Affairs, DOE
  - When? - Immediately and ongoing

- *Ensure that international and transboundary fish stocks are managed in a sustainable basis.

- *Take action to limit interception of fish spawned in Canadian waters.

- Who? - DFO, External Affairs, North Atlantic Salmon Conservation Organization (NASCO), International Pacific Salmon Fisheries Commission (IPSFC)

- When? - Resolve by 1995

- Encourage technological transfer, exchange of information and management regimes that do not degrade aquatic ecosystems.

- Who? - Canadian International Development Agency (CIDA), DFO, Industry, Science and Technology Canada (ISTC), Industry Organizations, Natural Science and Engineering Research Council (NSERC), Social Sciences and Humanities Research Council (SSHRC)

- *Encourage the international fishing communities to develop and utilize fishing technologies that minimize the impacts on non-target species.

- Who? - External Affairs, DFO, Industry Organizations
- When? - Now, ongoing

- Participate in development of FAO World Fisheries Strategy and allow for consultation with Canadian public and regions.

  - Who? - DFO, NGO's, External Affairs
  - When? - Immediate

- *Ensure sustainable fisheries issues are on the agenda of the 1992 World Conference on Environment and Development.

- Who? - DOE, DFO, External Affairs, United Nations, NGOs
- When? - Immediate

Objective:

Promote ecological security discussions in co-operation with aboriginal people and the public on the requirements for stewardship of fisheries and aquatic ecosystems to achieve reliable and uncontaminated food resources and aquatic ecosystems that promote healthy and secure communities.

- Who? - DFO, DOE, Department of Indian Affairs and Northern Development (DIAND), Health and Welfare Canada, Assembly of First Nations, Canadian Public Health Association
- When? - Immediate, ongoing

Objective:

To develop an overall environmental assessment process that addresses all potential impacts on the aquatic environment, and users of the fisheries resource. Include: short-term, long-term, and cumulative impacts.

Actions:

- *Ensure that the new Canadian Environmental Impact Assessment Act includes a definition of what would trigger an EIA, including government policies, regulations and legislation related to fisheries and aquatic ecosystems.

  - Who? - DFO, DOE
  - When? - Immediately

- *Ensure that all areas of federal jurisdiction are subject to the EIA process when fisheries and aquatic ecosystems are involved.

- Who? - DOE, DFO
- When? - Immediately

- *Ensure that intervenor funding is provided in the Environmental Impact Assessment Act.

- Who? - DFO

Objective:

To support the development, transfer and application of technologies and management practices that protect and improve aquatic ecosystems.

Actions:

- Assess existing and new technologies, management practices and their application to ensure that they minimize impacts on the aquatic environment (such as, shrimp fishing by-catches).

- Who? - DFO, ISTC, ACDA, provinces, industry, fishers
- When? - Immediate and ongoing

- *Promote co-operation between stakeholders to develop and implement appropriate technology (for example, demonstration projects).

Objective:

To improve education and information sharing with respect to the fisheries.

Actions:

- Ensure that information is provided to the users in an understandable form.

- Provide annual reports containing technological information on the state of the aquatic species habitat.

- Who? - DFO, DOE
- When? - Immediately

- *Support ongoing consultations between DFO and fishers, users, stakeholders and NGOs to discuss scientific assessments and rationale for management strategies.

  - Who? - DFO, DOE
  - When? - Immediately

- Implement marketing/education programs to promote acceptance/utilization of under-utilized species.

- Implement public education to promote understanding of sustainable fisheries and ecological security.

  - Who? - Federal government, provinces, NGOs
  - When? - Ongoing

C. Synthesis

Section B, as written, represents a consensus opinion of the group with the possible exception of one non-priority action that was not supported by one member of the group. The group tended to work on objectives and actions until a wording was reached that was acceptable to the whole group.

The Action Plan is the group's message to ministers. The three priority objectives and their priority actions with the addition of the ecological security objective, form the core of the Fisheries component of The Green Plan input.

There was general agreement that as actions are being assessed for implementation, actions which do not have immediate or long-term cost implications should be implemented as soon as possible.

19. NATIONAL PARKS AND HISTORIC SITES WORKSHOP REPORT

Facilitator: Scot Jennings
Rapporteur: Earle Hickey

INTRODUCTION

The primary responsibility of parks is the protection and management of the ecological integrity of the heritage resources found within them and the interpretation of this natural and cultural heritage to the public. The aesthetic values within the natural environment form an essential part of a quality national park experience. Every effort must be taken to retain these values at a level that best expresses the natural features and conditions of the resources in the park.

The establishment and retention of a system of protected areas is, in itself, a contribution to the concept and principles of sustainable development.

OBJECTIVE 1:

To act immediately to protect unique and representative examples of Canada's natural and cultural heritage and to develop an action plan to meet this commitment.

TARGETS:

1. Prepare an action plan by December 31, 1991 to ensure the completion of the terrestrial national parks system and representation of historic themes by the year 2000, with priority being given to preservation over provision of visitor services.

2. Create at least five new national parks by 1995, with the highest priority on the North, focusing next on the unrepresented ecosystems, pristine wilderness and the preservation of entire ecosystems. Also by 1995, commence negotiations to establish the remaining 13 national parks.

3. Complete representation of all natural marine regions on the Atlantic and Pacific coasts by the year 2000 and the balance by 2010.

4. Commemorate seven key historic themes by 1995 and an additional eight historic themes by the year 2000. The first priority should be aboriginal themes.

5. The federal government should also complement and supplement the national parks programs and other provincial/territorial initiatives by pursuing and completing systems plans for other federally protected programs (such as, National Wildlife Area, migratory bird sanctuaries, Canada Oceans Act) and work to publicly identify and negotiate the protection of candidate sites with relevant jurisdictions as soon as possible.

ACTIONS:

1. Give highest priority to including entire ecosystems within the park boundary.

2. Create at least three new marine parks by 1995, including adequate protection of the foreshore, protect at least 50 percent of the remainder by 2000 and complete the Marine Parks System by 2010.

3. Give priority to the research of marine regions and complete the background research for 75 percent of marine regions by 1995.

4. This workshop group supports the Canadian Heritage Rivers System and recommends that it receive the resources required for its completion.

5. Expand the Canadian Heritage Rivers System and encourage all provinces to become signatories.

6. Strengthen the role of the Federal Heritage Buildings Review Office (FHBRO) in assessing heritage properties, and extend its mandate to include Crown corporations. All federally owned and regulated heritage buildings should be protected by legislation.

7. Negotiate a moratorium, with all relevant jurisdictions (for example, provincial, territorial, aboriginal, etc.) on resource development in all potential park areas, to avoid deterioration prior to designation. The moratorium should be lifted if the park is not designated.

8. Undertake a comprehensive inventory of all resources in proposed park areas prior to designation, so that the trade-offs are fully understood. Consult with all users prior to selecting national parks, compensate rights-holders for any loss of rights.

9. Use both economic and other criteria when assessing park values. While the economic value of parks is significant (for example, sustainable tourism and regional economic activity), the intrinsic value of natural ecosystems, scientific values (such as baseline research and genetic integrity) must be fully accounted.

10. Fund the development and maintenance of an accessible national information system database on natural and cultural resources, using a common inventory and classification procedure that includes priority ranking. Integrate the Canadian Inventory of Historic Buildings (CIHB) and the Canadian Heritage Information Network (CHIN) databases.

11. The federal government should establish, in co-operation with the provincial governments, a broad, national heritage register involving natural and man-made resources such as archaeological sites, historic neighbourhoods, rural landscapes and buildings. It should be established in legislation that the well-being of resources on the register must be regarded in any undertaking involving the expenditure of federal monies.

12. Specifics to implement the Canadian Landmarks Program will be incorporated in the National Parks Policy Review.

13. Encourage stewardship efforts by individuals, corporations, aboriginal groups and others to protect habitat through such measures as the Canadian Landmarks Program; the proposed "Canadian heritage lands"; ecological reserves on leasehold land; and co-operative management of non-protected areas using the Biosphere Reserve Model.

14. Establish, by 1995, at least one national landmark in each of the five regions of the Canadian Parks Service.

15. Give priority to the commemoration of nationally significant aboriginal themes, with extensive consultation and input from aboriginal peoples by assisting them in:

    - producing an inventory of sacred sites by 1992;

    - using existing federal legislation, or advocating that provinces use appropriate legislation, to protect all sites identified by aboriginal peoples as sacred; 50 percent of the sites should be protected by the year 1996 and all sites by the year 2000;

    - enacting legislation to ensure that any aboriginal artifacts, including burial remains, are managed with consultation by aboriginal peoples as soon as possible after discovery; further, to pursue a legislative regime whereby aboriginal people can re-acquire aboriginal artifacts.

16. Provide additional federal funding so that aboriginal peoples can document traditional knowledge, land use and conservation practices and language.

OBJECTIVE 2:

To establish protection of ecological integrity as the priority of all park management decisions and extend co-operative management efforts beyond park boundaries.

TARGETS:

1. To recognize the national parks program as a scientific program as opposed to a program devoted to the provision of recreational opportunities.

2. Parks must move to a system of ecosystem management.

3. Fully implement the 1988 amendments to the National Parks Act.

4. Integrate interpretive programming into ecosystem management strategies.

5. Canadian Parks Service should upgrade its environmental assessment capability to meet the requirements of the Environmental Assessment Review Process (EARP) guidelines order and Bill C-78.

6. National parks should be managed within the larger concept of a zone surrounding the park where the population is encouraged to take an active part in protecting natural and cultural resources of that area within a structured concept such as the Man and Biosphere Reserve Program.

7. Canadian Parks Service should provide an acceptable level of preservation for artifacts, archaeological specimens and historic objects and provide for their long-term management.

8. Establish a code of environmental conduct for all park users, providers of services and park staff.

9. Broaden the eligibility criteria of the Environmental Partners Fund to allow for funding of non-government organizations' activity to achieve the protective areas agendas.

ACTIONS:

1. Establish a science program for National Parks. As a first step, each park should have a scientist and each region should have an ecosystem team (including social scientists). Establish co-operative agreements with research establishments (such as universities) to promote science within parks.

2. Through management plans, establish specific ecological objectives for each park.

3. Professionalize the warden service in recognition of the requirement for scientific and resource management expertise.

4. Use interpretive programs to communicate the following:
   - environmental degradation threats to parks; and
   - role of parks in ecosystem integrity.

5. By 1992, all capital works should be assessed from an ecological integrity perspective and through the EARP by incorporating cumulative effects assessment.

6. By 1995, full environmental assessment of management plans will be carried out from an ecological perspective.

7. Canadian Parks Service should afford appropriate protection for on-site nationally significant cultural resources.

8. By 1995, stabilize high-priority cultural resources.

9. By 1993, upgrade facilities for storage of artifacts, archaeological specimens and historic objects and have in place skills for collection management.

10. Use the ecosystem approach as the basis for all planning and management of natural areas.

11. Use zoning appropriate to the preservation goal by closing some areas of parks to protect natural and cultural resources, creating ecological reserves within parks, and creating legislated wilderness areas within parks.

12. Pursue a definition of aesthetic values in parks.

13. Use the "limits of acceptable change" management philosophy to define acceptable activities in parks, and permit only those visitor activities that are compatible with park purposes or zoning.

OBJECTIVE 3:

To redirect and expand interpretive programs to:

- **Better communicate park values, ecological integrity and threats to this integrity;**
- **Develop an environmental ethic; and**
- **Communicate the natural and cultural heritage of each park.**

TARGETS:

1. Parks should serve as models of environmental excellence in all their activities.

2. Parks should provide unique cultural and natural experiences to their visitors and the provision of the experiences should be integrated into the planning process for sites and parks.

3. Interpretive programs should recognize the contribution of all Canadians to the multicultural and aboriginal history of this country.

4. Interpretive programming should extend beyond the park boundary so that all Canadians become aware of the value of parks.

5. Recognize aesthetic values.

ACTIONS:

1. Use parks as an important part of teaching the values of conservation to visitors. Make interpretive programs a central component of park and site management plans.

2. Make sure that the provision of environmental interpretation does not detract from existing park and site interpretation programs.

3. Re-establish the interpretive programs of the Canadian Wildlife Service by reopening and staffing existing centres and opening new centres.

4. Work with provincial departments of education to establish formal environmental and heritage education programs in national parks and national historic sites.

5. Increase effort on interpretive outreach programs by working with zoos, aquariums, pioneer parks and art centres to establish joint programming; linking with the CBC and National Film Board; initiating a provincial/national international program for the exchange of heritage education material by 1991; and establishing pilot environmental education centres in or adjacent to national parks by 1995, including one in the North.

6. Enhance professionalism of interpretive services through the increased support of training, professional development and research.

OBJECTIVE 4:

The bulk of the recommendations in the synthesis document A Report on The Green Plan Consultations deal with the development of national parks. Concerns for the man-made environment are not directly addressed, except for historic sites. The following objective is proposed:

The federal government should develop a policy that will address the environment as a totality, embracing both the natural and man-made aspects. The policy should be based on the principle that environmental stewardship demands a holistic approach, not a fractionalized one based on academic or scientific disciplines, categorization according to existing government policy or departmental mandate relying on the established legislative base.

ACTIONS:

1. The federal government should establish a policy that requires federal departments and Crown corporations to renovate and restore existing buildings, taking into consideration the environmental and economic costs, and

authorize the construction of new facilities only after the existing stock of buildings is renovated.

2. The man-made environment, including the built environment where some 80 percent of Canadians live, should be treated by the federal government as a resource to be managed. The federal government should take immediate action on its study on Environmental Implications of the Fiscal System commissioned by Environment Canada in the mid 1980s.

3. The new federal policy should demonstrate and encourage the social, cultural and economic linkages that characterize sensitive environmental stewardship. Through policy measures and adequate funding, the federal government should enable Canadians to undertake this stewardship at the community level with the co-operation of all levels of government. New federal funding programs should take an integrated approach to economic and social development in communities, rather than the traditional emphasis on specific capital projects.

20. WILDLIFE AND WETLANDS WORKSHOP REPORT

Facilitator: Pierre Olivier
Rapporteur: Andre Potvin

Introduction

The discussions in the workshop brought out both frustrations and feelings of resignation. The frustrations were due to the shortage of worthwhile regional recommendations and the lack of vision that characterized A Report of The Green Plan Consultations, which was to be the basis for the two days of discussion. The feelings of resignation were due to what can be called the realities of politics.

Participants protested strongly against using the framework proposed by the report, but it was eventually adopted as there was so little time available to agree on another model. They chose to proceed efficiently and to take advantage of the opportunity to bring to the fore certain ideas and certain topics. In the same spirit (undoubtedly), three "technocrats," one of whom was from Environment Canada, were permitted to rewrite a significant portion of the resolutions that had been adopted.

What follows is the general outline of the work done in the Wildlife and Wetlands Workshop.

Vision

The participants deplored the lack of vision in the synthesis document, particularly as far as the subjects of wildlife and wetlands were concerned. They emphasized that those two subjects were neglected by the thinkers who developed The Green Plan and were added later. There was therefore the feeling of being the "poor folk" in the process. The preamble of the next Green Plan should, according to the group, demonstrate the appropriate importance of the subject. The participants therefore proposed the inclusion of this extract from the draft Wildlife Policy.

Wildlife, defined as all species of wild animals and plants, and their habitat is an integral component of all of Canada's diverse ecosystems. It cannot be easily positioned as it is equally a renewable resource, the barometer of environmental stress and a benchmark in retaining biological diversity.

There is a need for a broad environmental vision, based on the acceptance of a series of protective goals and objectives. For wildlife:

To ensure the conservation, protection, respect, maintenance and enhancement of the health and diversity of Canada's wildlife, for its own sake and for the benefit of present and future generations requiring:

- the maintenance and restoration of ecological processes;
- the maintenance and restoration of biodiversity; and
- ensuring that all uses of wildlife are sustainable.

From the 1990 draft Wildlife Policy for Canada

Objectives and Principles

The participants heartily deplored that the synthesis document characterized as objectives things that seemed to them to be principles for action. They therefore proposed the insertion of one objective and one only, which should be the fountainhead of all government action. That objective reads as follows:

TO PROTECT, CONSERVE, MAINTAIN, ENHANCE AND RESPECT ECOSYSTEMS.

From this single objective flow seven principles, six for wildlife and one for wetlands. Those principles cut across the "objectives" of the synthesis document. They appear here in the order in which they were studied during the workshop. The participants considered, however, that objective 3 ("To protect and enhance wildlife habitat, including sustainable use of the resource and maintenance of the diversity of species") is the absolute priority.

Resolutions

The workshop dealt with two issues -- Wildlife and Wetlands -- its resolutions are presented accordingly.

WILDLIFE

PRINCIPLE I:

To provide leadership in federal policies that affect wildlife.

- The federal government should recognize and be fully accountable for its legislative responsibility for wildlife in Canada by:

a) Endorsing the National Wildlife Policy by November 1990 followed by an action plan by May 1991 and financial commitments by September 1991.

b) Clarifying the roles, responsibilities and financial commitments of each jurisdiction in order to eliminate overlaps and omissions in programs,

   - especially through action plans developed in response to the National Wildlife Policy.

c) Providing leadership in development of federal policies and programs that affect wildlife by:

   - reviewing inter-departmental policy and legislative conflicts through an inter-departmental task force and reporting by June 30, 1991;
   - negotiating and amending current federal policies and programs to ensure conservation of habitats through regular reports to the Cabinet Committee on Environment.

- Foster new co-operative arrangements with non-governmental organizations and private interests, with particular interest on public education, endangered species research, integrated resource management and habitat conservation.

- Since fish and marine mammals are wildlife, the federal government should ensure better inter-departmental policy.

- Strengthen regulations under the Migratory Birds Convention Act and the Canada Wildlife Act to increase penalties for violations and improve enforcement.

- Pursue an appropriate multi-stakeholder process, with particular reference to native peoples, for the purpose of amending the Migratory Birds Convention Act. This should be carried out no later than March 30, 1992 in order to resolve the issue of spring hunting of waterfowl in northern Canada.

PRINCIPLE II:

To maintain and expand Canada's international role in the protection of wildlife and wildlife habitat.

- Canada should participate in global efforts to maintain biological diversity by:

  - Expanded participation in and financial support for bilateral and multi-national agreements dealing with migratory species to include nations that share conservation responsibilities with Canada, for example Mexico and the United States through the North American Waterfowl Management Plan; Latin America, through the Western Hemispheric Shorebird Reserve Network, and through co-operative projects with the Canadian International Development Agency (CIDA) and non-governmental organizations (NGOs); Arctic circumpolar region, in co-operation with the Inuit Circumpolar Conference and other aboriginal organizations.

  - Ensure that Canadian aid to other countries is assessed for its impact on wildlife and habitats -

    - such assessment should comply with Environmental Assessment Review Process (EARP) standards;
    - CIDA to establish direct links providing for review by Canadian Wildlife Service (CWS) of projects that impact on migratory species, by April 1991.

  - Pass a new Wild Animal and Plant Protection Act to control illegal trafficking of wildlife into and out of Canada, by April 1991.

PRINCIPLE III:

To protect and enhance wildlife habitat, including sustainable use of the resource and maintenance of the diversity of species.

- Examine national acceptance of the goal of "no net loss of habitats," particularly recognizing rare, sensitive and endangered wildlife.

- Immediately establish multi-stakeholder forums to examine regional and local implementation of this principle, with a preliminary report to Environment Canada by January 1992.

- Accelerate the creation of protected areas including more wildlife areas and marine parks to deal with areas of sensitive habitats through:

  - The development of a National Wildlife Areas Systems Plan, by September 1991.

  - A formal mechanism ensuring a stronger working relationship between the Canadian Parks Service (CPS) and the Canadian Wildlife Service (CWS) regarding immediate establishment of all protected areas.

- Ensure the immediate incorporation of wildlife habitat considerations in the management of other sectors (such as, forestry, agriculture and minerals).

  - As a condition of federal funding, for example through all regional economic development agreements.

  - Under the EARP process.

- Work with and provide funding for local communities, including indigenous peoples and land managers, to develop effective roles in the protection and management of wildlife and wildlife habitat, including local monitoring and enforcement.

- The federal government should chair a multi-stakeholder working group to ensure:

  a) The completion by 1991 of a comprehensive list of ecologically sensitive areas across Canada, including marine ecosystems and urban green spaces.

  b) The completion by 1992 of an inventory to ensure sufficient knowledge is available about these areas in order to establish a national network of appropriately designated areas across Canada. These areas, adequately protected, would not be biological islands within a fragmented landscape, but part of landscapes that ensure biological diversity and sustainable use.

- Develop a national program, with active industry participation, concerning the forested land of Canada to ensure its sustainable use and the conservation of wildlife. Discussion paper should be presented to the Council of Forest Ministers by spring 1991. This program should become

a major part of the revised National Forest Sector Strategy for Canada.

- In co-operation with industry, NGOs and private landowners create and expand federal economic incentives for landowners, and corporations to provide wildlife habitat. This would be accomplished through a series of sector proposals by November 1991.

- To approve by spring 1991, the Pacific Coast Joint Venture as an extension of the North American Waterfowl Management Plan to protect coastal and inter-mountain ecosystems.

- To examine the possibility of using any Department of National Defence (DND) lands for conservation purposes. The federal government should take clear responsibility of using abandoned railway lands for conservation purposes.

PRINCIPLE IV:

To protect endangered species in Canada through legislation and remedial programs.

- Ensure that endangered species legislation exists covering all wildlife species.

- Assess the adequacy of endangered species legislation in Canada by May 1991. Where legislation is inadequate, propose a national legislative safety net for endangered species, for consideration by the Wildlife Ministers' Council in 1992.

- Develop and implement recovery plans for at least 40 of the most highly endangered species in Canada over the next five years.

- Increase federal financial support for Committee On the Status of Endangered Wildlife In Canada (COSEWIC) to classify endangered species in Canada.

- Increase federal financial and scientific support for Recovery of Nationally Endangered Wildlife (RENEW), to foster recovery of endangered species in Canada.

- Continue federal financial support of the Endangered Species Recovery Fund.

- Commission a national task force to investigate and report on the conservation status of genetic diversity of wildlife in Canada. Task force to report to the Federal, Provincial/Territorial Wildlife Conference by June 1992.

PRINCIPLE V:

In co-operation with the provinces, territories, universities, aboriginal peoples, private sector and NGOs, increase research and monitoring of wildlife populations and habitats to improve baseline data, promote the health of species, and enhance our understanding of ecosystems for the purpose of conservation.

- Establish a co-operative research network with priority given to:
  - Research projects that provide the information needed to combine social and economic development with conservation of wildlife to generate solutions to these problems.
  - Complete scientific studies that identify the location, size and importance of threatened ecological areas, such as grasslands and old growth forests.
  - Continue research and development of humane systems of capture and handling of wildlife.
  - Complete arrangement with the private sector, universities, government and NGOs to establish co-operation research on:
    - wildlife disease, by April 1991,
    - wildlife toxicology, by April 1991.

PRINCIPLE VI:

To enhance education and awareness of wildlife values

- Implement suggestions 4 (page 14) and 13 (page 15) of A Report on The Green Plan Consultations.
  - Establish a national environmental library to provide better public access to key information on the state of the environment.
  - Establish an "environmental clearing house" to facilitate the transfer of environmental information.
- Increase education about wildlife and provide more interpretative programs.

- Ensure that wildlife is given due consideration in the creation and development of all environmental information and awareness of activities.

- Encourage participation in wildlife recovery plans.

- Initiate pilot demonstration projects to demonstrate innovative ways to integrate wildlife with other resources.

WETLANDS

PRINCIPLE:

To conserve significant Canadian wetlands and where appropriate, restore degraded wetland areas through a co-operative national approach.

- Finalize and implement the Federal Policy on Wetland Conservation, and initiate a co-operative process with the provinces and territories to develop and implement a National Wetland Conservation Policy.

- Review and make appropriate changes to federal policies and programs that have a negative effect on wetlands.

- Develop co-operative agreements with the provinces for conservation of wetlands particularly those of international importance (RAMSAR sites).

- Encourage the conservation of wetlands on private agricultural lands through government agricultural initiatives.

- Optimize the environmental and economic benefit of the North American Waterfowl Management Plan.

- Provide additional resources to increase fundamental research on wetland ecology, promote national wetland inventories and evaluations, and monitor wetland losses and additions.

- Recommend that those drafting The Green Plan consider the recommendation developed at the April 1990 Sustaining Wetlands Forum.

From the 1990 draft
Wildlife Policy for
Canada

21. PROTECTING THE ARCTIC ENVIRONMENT WORKSHOP REPORT

Facilitator: Bob Paddon
Rapporteur: Kathleen Stephenson

1.0 INTRODUCTION

Participants brought to the workshop expertise on a wide range of concerns, as well as perspectives from the various regions of the Arctic. The group also represented the major stakeholders -- such as Arctic peoples (Inuit, Dene), governments (GNWT, Yukon, federal departments), environmental non-governmental organizations, and industry.

A majority of the participants gathered on Saturday, August 18 for a general discussion of Arctic concerns as they relate to The Green Plan and the Arctic Environmental Strategy. The preliminary meeting generated a process for reviewing The Green Plan consultation document and a statement of fundamental principles and objectives. During The Green Plan consultation (August 20 and August 21) the workshop participants reviewed the "Suggestions for Further Consideration." The suggestions were defined as actions for accomplishing a number of Arctic environmental objectives, which the group had identified as important priorities. However, the suggestions required revision to provide direction and enable delivery as well as to ensure measurability and accountability.

Considerable time was devoted to identifying and prioritizing the major Arctic environmental problems. The group then developed specific actions aimed at solving these problems.

1.1 A Special Challenge

The workshop participants strongly urged the federal government to recognize the unique aspects of the Arctic environment and its indigenous peoples when developing The Green Plan. The Arctic ecosystems are particularly sensitive to the impacts of human development and its indigenous peoples view themselves as an integral part of the ecosystem.

It should be recognized that decision-making processes are complex and evolving in the Arctic. Land claim agreements are adding a new dimension in the Arctic. Effective implementation of the Arctic Environmental Strategy must involve northern aboriginal peoples and their organizations; community and regional authorities; all federal government departments that operate in the Arctic; the Yukon and Northwest Territories governments; appropriate provincial governments and international arrangements.

The participants also developed a definition of the Arctic that addressed the ecosystems of the Arctic and sub-Arctic. In order to be responsive to the northern interests, the definition of the "Arctic" in The Green Plan and the Arctic Environment Strategy must include the aboriginal homelands within Arctic and sub-Arctic Canada, which include the Northwest Territories, the Yukon, northern portions of the provinces and adjacent off-shore areas.

2.0 ENSURING AN EFFECTIVE ARCTIC ENVIRONMENTAL STRATEGY

The workshop participants have endeavoured to point the way forward for the federal government towards a genuine strategy for addressing Arctic environmental challenges. They identified substantive issues and addressed key processes. The group recognized efforts currently being undertaken by territorial governments and Arctic organizations and attempted to build on these initiatives.

The group viewed the suggestions in the consultation document as outlining specific environmental activities currently being considered by Environment Canada and the Department of Indian Affairs and Northern Development. A framework was developed to provide a context for the strategy and to set goals for environmental activities.

2.1 Goal of Arctic Environmental Strategy

The goal of the Arctic Environment Strategy is to ensure the future health and well-being of Arctic ecosystems. Thereby enabling Canada to fulfil its national and international responsibilities in the Arctic and to provide for the protection and enhancement of environmental quality and the sustained utilization of resources, in particular their use by peoples in Arctic Canada.

2.2 Fundamental Principle

The fundamental principle is to maintain and enhance the integrity, productivity, bio-diversity and health of Arctic ecosystems for the benefit of present and future generations.

2.3 Guiding Objectives

The guiding objectives are:

1. To ensure the wise use and management of renewable resources in the Arctic.

2. To ensure the wise use and management of non-renewable resources in the Arctic.

3. To ensure better decision making through the integration of local, regional, aboriginal and national interests as part of new, legal, constitutional and co-operative arrangements.

4. To develop international agreements and arrangements to use, conserve and manage resources and protect the environment in the circumpolar world.

5. To ensure understanding and acceptance of the need for conservation and stewardship through education, information, research, partnerships and through the use of the knowledge and wisdom of aboriginal peoples.

6. To protect the environment from degradation locally, regionally and globally.

After having established a fundamental principle and guiding objectives, the participants identified the priorities for action.

3.0 PRIORITIES FOR ACTION

The group established seven priority issue areas:

1. Waste Management/Clean-Up of Waste Sites
2. Toxic Contaminants
3. Information and Communication
4. Legislation and Regulatory Reform
5. Protected Lands
6. Co-operative Decision Making
7. Human Resource Development

Recommendations for action incorporate The Green Plan consultation document suggestions as well as ideas identified in the workshop.

3.1 Waste Management/Clean-Up of Waste Sites

Actions for waste management address solid, municipal, hazardous and non-hazardous, liquid wastes and community sewage. The overriding concern was for the health of the people living in the Arctic.

The workshop supported the Department of Indian Affairs and Northern Development proposal, which is a three stage approach to dealing with wastes:

- preparation of an inventory of wastes;
- setting criteria, deciding which sites are clean-up priorities;
- appropriate action to remove, destroy or recycle wastes.

Upgrade community waste management systems and industrial facilities by incorporating new technology where required. Schedule locations for work based on an assessment of the most serious health hazards. Fund necessary infrastructure for clean-up tailored to northern conditions at the local and regional level. Establish northern waste management standards and guidelines and require waste management plans for existing and new waste producers. Involve public in planning.

Who - federal/territorial governments for funding
- local/regional/federal governments and organizations to undertake planning

When - identify projects and committee funding by 1994
- complete inventories and assessment of priorities by 1992

Incorporate recycling and waste reduction in waste management planning. Presently, the relatively small volumes of waste restrict economic incentives for recycling. Government funding is required to support these programs. Encourage changes in packaging to minimize waste and develop programs to encourage shippers of new materials to return to southern Canada with northern wastes.

Who - partnerships between government and industry for research and development of recycling and reduction methods

When - establish demonstration programs within three years
- establish operating systems within five years

Establish hazardous waste disposal sites for the north. Portable disposal equipment is a priority in order to minimize transportation of wastes in the Arctic. Include abandoned waste sites (such as, DEW line and mid-Canada locations), mines, and research and exploration sites. The main problems with abandoned sites are logistics, access and the question of financial responsibility.

Who - federal, including the Department of National Defence; and territorial governments, including community and aboriginal input

When - required immediately

Sewage treatment is a significant problem and must be a priority for immediate attention. Upgrade existing systems that pose a threat to human health and/or create environmental degradation and begin to establish appropriate treatment facilities in all communities.

Funding levels may be in the order of $180 million over the first five years. All sites to be cleaned up by the year 2000.

3.2 Toxic Contaminants

Establish goal of zero discharge or accumulation of persistent toxic chemicals.

Canadian sources should meet this target by the year 2000.

Recognize and develop specific approaches for controlling three sources of contaminants:

- international sources (for example, Soviet Union)
- up stream sources that are in other jurisdictions (for example, pulp mill effluents from Athabasca River in Alberta)
- northern sources

Develop an inventory of emission sources and expand monitoring where necessary. Aboriginal peoples should participate in information gathering.

How - fund and launch a co-operative research program involving government, science institutes and representatives of aboriginal peoples

Develop an international treaty to set standards, reduce emissions and promote technology transfer. Base program on Inuit Circumpolar Conference Finnish Initiative.

Communicate research results to all Arctic stakeholders. Ensure public understands research findings (for example, consider using 5 percent of research funds for public information). Fund cross-cultural communication programs.

Use multi-stakeholder approach to setting standards and targets, planning and monitoring.

Consider all development from a future-oriented perspective, to ensure protection of the environment.

Support development of environmentally-benign technologies.

Further study is required about the human health effects of contaminants in country foods.

Support the work of the Toxic Contaminants Steering Committee, which is developing a five-year program for the north.

3.3 Information and Communication

Establish an independent northern communications system for environmental/resource management information delivered in ways appropriate to the needs of northerners. This organization could manage a computerized database that is accessible to northerners and governments. Accessible information requires addressing language and cultural differences as well as interpreting scientific and technical information for non-scientists.

Develop a series of public education programs for delivery nationally and internationally that would show:

- renewable resource-based economy of the Arctic
- define sustainable development as it applies to the North
- community dependence on hunting and trapping

Use of environmental audits by industry and governments. Audits must be independent and must identify compliance with legislation and regulation.

3.4 Legislative and Regulatory Reform

The federal government should immediately establish a co-operative multi-stakeholder process to review and redraft existing legislation to reflect northern conditions and concerns.

Regulations must be based on appropriate standards to ensure the protection of northern ecosystems.

The following areas were identified as immediate priorities for legislative reform:

- land use planning
- toxic substance management
- air-quality regulations
- a Northern Inland Waters Act
- a Northern Ecological Reserves Act

In addition, the federal government should immediately amend the Migratory Birds Act to allow the spring hunt.

All federal departments and Crown agencies must comply with all federal legislation and regulations with no exemptions or exceptions.

Environmental Assessment Review Process panel recommendations must be implemented without exception or exemption.

No new projects or major project expansions should be allowed to proceed until the completion of the environmental assessment process.

Conduct public hearings in the north on the proposed environmental assessment legislation.

Develop an environmental bill of rights for the Arctic.

3.5 Protected Areas

The federal government should establish a comprehensive system of protected areas as a component of integrated resource management within five years. This would include endorsing and supporting the Yukon Conservation Strategy.

The federal government should complete the comprehensive system of national parks and protected sites across northern Canada, support the objective identified in the Department of Indian Affairs and Northern Development Arctic Environmental Strategy and provide adequate funding.

The land claims settlement process provides an opportunity to ensure public dedication of appropriate sites to establish wildlife and ecological preserves.

Adoption of the World Wildlife Fund target for protected areas is recommended.

Protection of the Porcupine caribou herd is critical. This includes establishing an international bio-cultural preserve and protecting calving grounds in Alaska.

3.6 Co-operative Decision Making

All decision-making organizations must be committed to multi-stakeholder consultation processes. The general public should have input into these joint management groups.

Greater aboriginal participation in the management of resources should be encouraged through co-operative arrangements.

Utilization of traditional knowledge and ensuring the availability of clear, understandable and up-to-date information are key to effective, high-quality decisions.

The public must have access to information in order to evaluate decisions and hold decision makers accountable.

Pre-implementation of resource management and environmental protection institutions as identified in land claim agreements should begin once they are signed in principle.

These institutions may require funding from the federal government to ensure that they function effectively.

International agreements including circumpolar treaties are critical to ensure protection of sensitive Arctic ecosystems that are highly vulnerable to contamination and damage from international sources.

3.7 Human Resource Development

Human resource development is fundamental to a healthy community and environment and encompasses the spiritual, physical and mental well-being of all its citizens.

Support must be provided to communities for community-based and controlled projects to enhance the quality of life in spiritual, physical and cultural dimensions and address local concerns. Funding must be accessible to communities.

Mechanisms should be established that enable communities and individuals to address their own needs, deal with their own problems and care for each other in their own way.

All stakeholders recognize and respect the value of traditional skills and knowledge.

4.0 Comments on Suggestions for Consideration from Green Plan Consultation Report.

1. Establish two demonstration sites

Participants supported establishing demonstration projects to show how ecosystem management principles can be applied in resource development not limited to the forestry but including all renewable resources (fishery, wildlife, and agriculture).

The demonstration projects should not be limited to specific sites but should be designed to address the whole range of northern conditions and to identify practices and techniques that will result in sustainable resource management. Results should be reviewed and incorporated into resource management practices by the year 2000.

The implementation of demonstration projects is already underway and should continue with expansion and incorporation of results in other resource areas.

2. Research into waste and sewage disposal techniques in the north (discussed in Section 3.0)

3. Comprehensive clean-up program for waste sites

Waste management and clean-up measures were identified by workshop participants as the highest priority action required in the north.

Actions must go beyond research and inventory development to ensure that waste management facilities are established and clean-up programs are completed by the year 2000.

Pollution control programs must also be established as an immediate priority to ensure that wastes do not continue to accumulate.

Participants' recommendations are described in Section 3.1 of this report.

4. Expand water quality monitoring (discussed in Section 3.0)

5. Research into contaminant sources and their human health effects (discussed in Section 3.0)

Participants identified contaminants and toxic substances, because of the threat to human health, as an urgent issue for immediate and comprehensive federal action.

Actions would include all of those suggested in A Report on The Green Plan Consultations and would strengthen those suggestions as described in Section 3.2 of this workshop report.

6. Train northerners in environmental and resource management fields.

Human resource development in the north is essential to a comprehensive program to protect, maintain and enhance northern ecosystems.

Aboriginal peoples have a unique traditional knowledge and understanding of their environment and have a key role to play in all aspects of ensuring environmental health in the north. Training programs for northerners must include not only environmental science and resource management practices but must also utilize the traditional approaches and techniques for environmental protection.

Section 3.7 of this workshop report addresses the need for protection and nurturing of human resources in the north, which are threatened physically, mentally, spiritually and culturally.

7. Protection of northern areas in the National Parks Systems.

Participants identified the protection of choice northern sites for their preservation and conservation as a priority objective. The land claims settlement process provides an opportunity for public dedication of important northern sites. Participants called for the federal government to follow-through on its commitment to complete the national parks system with a full complement of northern protected areas.

Section 3.5 identifies participants' proposals for protected northern sites.

8. Expand Northern Science Institute to provide information on Arctic ecosystems as a basis for legislation (discussed in Section 3.0)

9. Establish an Arctic monitoring station for climate change

Participants identified the need for accurate, current, comprehensive information specific to northern ecosystems as a priority area for federal funding and support.

Information is essential for planning, developing programs and monitoring their implementation. In the north, this requires the development of measuring techniques, scientific information and databases that are specific to the northern environment.

Information about the effects of the environment and its degradation on human health is the highest priority.

Sections 3.3 and 3.4 outline the participants' recommendations for improving information and communication and for legislative and regulatory reform priorities.

10. Enforce legislation to control industrial emissions and effluents to protect water and air quality (discussed in Section 3.0)

11. Resources for research, information and education concerning the toxic contamination of traditional northern food sources (Discussed in Section 3.0)

Conclusion

Participants recognized that the Arctic is primarily a federal responsibility. Therefore federal leadership to ensure protection of its unique and vulnerable ecosystems is absolutely essential.

Workshop participants urged the federal government to provide strong leadership and to commit the necessary resources to ensure

that aboriginal peoples are full participants in the protection of their homelands.

22. ENERGY AND MINING WORKSHOP REPORT

Facilitator: Pat Duffy
Rapporteur: Paul Senez

I. INTRODUCTION

Twenty participants attended for the two days, twelve were from industry, four from environmental non-governmental organizations (ENGOs) and four from government. There were no ENGO representatives prepared to address the mining sector and this placed a moderate limitation on the results of the workshop with respect to mining. One participant from the Klondike Placer Miners moved to the Arctic Workshop after discussions with other mining industry representatives.

EXPECTATIONS/CONCERNS

Prior to a discussion on suggestions in A Report on The Green Plan Consultations (the Report), a round table poll was taken of participant expectations and concerns. The outcome provided a useful feeling of the priority issues and the level of frustration or comfort in the group. The list of concerns raised follows:

1. "The government should stop doing harm to the environment. Let's fix it." Examples are to encourage charging the full cost of energy by stopping subsidies, and to fast-track plans and programs through the Environmental Impact Assessment (EIA) process.

2. I want to hear the priorities of industry, ENGOs.

3. I'm looking for meaningful input.

4. The public is as much a part of the problem as the policies of government and business. They are both part of the problem and the solution.

5. Make a strong statement on responsible development and work towards a smooth transition.

6. I want to deliver detailed recommendations to governments, both immediate action items and a process for dealing with the other needed items.

7. I'm looking forward to an open discussion with people listening, to keep some balance. "Let's not be quick because we might be wrong".

8. Looking for full knowledge of environmental consequences and economic consequences, in the hope we can be effective/efficient from an economic point of view.

9. I want to learn and work towards a relevant process.

10. Looking for action-oriented recommendations. We should continue core funding for ENGOs so they can do their research and continue networking.

11. Government needs to give equal consideration to renewable energy sources as it gives to non-renewable ones.

12. This consultation has to be a building block for future consultations, not a wrap-up.

13. To find a balance between economy and environment we have to stay broad on the policy points and still try to get action-oriented points.

14. In seeking the balance, ensure that the solution doesn't make the matter worse. Don't be to broad so as to lose regional differences.

15. I'm looking for specific action items.

16. Focus on efficiency of energy use. In the mining area we need to move to correct regional imbalance in terms of the regulation (environmental assessment) of mining development "At present we are uneven."

17. Looking for concrete policy and initiative proposals to respond to. We must respond to these. Develop initiatives that would see the end user and producer become more accountable.

18. Prioritize the items for the Cabinet Document.

19. Let's get agreement on "balance."

20. "Workable."

II. APPROACH

The question of why mining was grouped with energy was an issue with several of the participants. After much discussion consensus was reached on the following: The group would start with a common agenda, starting with energy and dealing with

mining issues as they came up. This was later changed by the group through a decision to prioritize the suggestions contained in the energy and mining sections of the synthesis document.

SETTING PRIORITIES

The group participants observed that because energy and mining had been grouped together, they would not be able to give full attention to all the suggestions as they appeared in each section of the synthesis document. Therefore it was decided to set the priorities of the suggestions in both sections through a poll.

Energy

The first vote was held on the 16 suggestions in the Energy section of the Report. Participants had decided to focus on the top four to start and to move to the remaining items if time allowed.

The top four suggestions were:

Number 12	15 votes
Number 3	14 votes
Number 16	7 votes
Number 15	6 votes

Mining

Again a vote was held. The top three priorities of the suggestions in the mining section of the synthesis document were:

Number 1	3 votes
Number 2	3 votes
Number 3	3 votes

Consensus was reached on a decision to focus the discussion on the prioritized list of suggestions from the energy section first.

PROGRESS

A major concern of some of the participants was Environment Canada's late decision to group both energy and mining together. This concern took up much of the discussion during the morning of the first day.

After lunch of the first day, the discussion began in earnest on the list of priorities generated earlier that day. The afternoon session moved quickly with the group discussing three of the four priorities.

By the end of day one the group had:

1 a. Set priorities for the 16 energy considerations
b. Set priorities for the 5 mining considerations

2 Prepared three recommendations based on their discussions.

Day two began with a consensus decision to elect one of the participants to present the group's work at the final plenary.

This was followed by a discussion of the five mining suggestions as they appeared in the synthesis document. It was noted that two of the five suggestions (numbers 3 and 4) were being discussed in the Acid Rain Workshop. Given this information consensus was reached on the decision to pass over items 3 and 4.

Much discussion followed on the remaining three items, culminating with consensus being reached on two new recommendations. A third recommendation had broad support in principle, but not unanimity. After the discussion on the mining suggestions and the recommendations that were generated through that discussion, the group returned to the balance of the energy suggestions. The group was working to a deadline. Many of the energy items that were being discussed were done so because the group felt that consensus could easily be reached. However, because of the time constraints many of the items that may have been viewed as more important (or more contentious) were not discussed. This was viewed as being a flaw in the consultation process. The day and a half given to the discussion of these numerous and important suggestions was viewed as being inadequate. Therefore, recommendations were developed only for those suggestions on which there was adequate discussion and general agreement reached.

III. RECOMMENDATIONS

1. Refer to suggestion 12, p. 119 of the Report, which reads:

"consider appropriate economic instruments including taxation and tradeable emission permits to encourage energy conservation and reduce greenhouse gas emissions."

Objective:

The concept of economic instruments needs to be more fully developed in Canada, including taxation and tradeable emission permits. The aim is to encourage Canadians to improve energy efficiency and conservation and to motivate more conscientious energy use by economic means.

Recommendation 1:

Establish a multi-stakeholder task force to evaluate and recommend economic instruments that would be effective in bringing about the desired goal of improving energy efficiency and conservation and reducing greenhouse gas (and other pollutant) emissions.

Comment: While timing on this was not discussed, the implication was that it was a priority item and should be acted on right away.

2. Refer to suggestion 15, p. 119 of the Report, which reads:

"Revise the national building codes to include improved energy efficiency standards, and develop codes of practice and education programs for professional designers and builders."

Recommendation 2:

Have all new buildings and renovations constructed to substantially higher energy efficiency standards, for instance, R2000 type residential standards and commercial buildings built to the "Measures of Conservation of Energy" commercial equivalent.

Actions:

1. Revise national building codes.

2. Have the federal ministers responsible for the building code, the environment, energy, housing and public works work with their provincial counterparts to adopt the standards in provincial codes and measures.

3. By working with professional associations (architects, engineers, builders) develop codes of practice and education programs to meet or exceed these standards.

4. Set national building efficiency standards (national building codes and measures) based upon existing

state-of-the-art methods with a built-in review and revision process supported by such measures as mortgage insurance and other related economic measures.WPWP

Timing:

Begin the above actions immediately using existing measures.

3. Refer to suggestion 3, p. 118 of the Report which reads:

> Establish a new R&D program to:
>
> - promote the development, commercialization and transfer of technologies that will enhance the efficient use of energy, particularly in energy-intensive sectors such as transportation; and
>
> - support research into longer-term alternative energy options, such as alternative liquid fuels and solar power.

Note: The workshop amended the second paragraph of the suggestion see the underlined changes below.

Establish a new R&D program to:

- support research into longer-term **renewable** alternative energy options, such as alternative liquid fuels and **renewable energy sources.**

Recommendation 3:

a. By fiscal year 1991/1992, establish levels of funding equal to current nuclear and conventional R&D levels using whatever means are at the federal government's disposal.

b. By fiscal year 1991/1992, provide incentives to join the federal government in R&D that enhances the efficient use of all current and possible future energy sources.

Actions:

1. Augment present programs and if necessary get into new ones. Utilize the panel on energy research development (PERD).

2. Focus on environmentally friendly options.

3. Recognize that partial programs are ad hoc and do not give comprehensive results.

4. A branch of CANMET conducts such work but requires drastically increased budgets to be effective.

5. Basic research and delivery/technology transfer require continuing federal government funding.

6. Ensure that programs are in place to promote adequate development and transfer of technology.

7. Identify currently known and used technologies in Canada.

8. Refer to the salient reports of the proceedings of the World Energy Conference held in Montreal in 1989.

9. Establish necessary funding levels, then seek partnerships.

10. Have a multi-stakeholder task force lay out priorities for R&D technology transfer, then set target levels for the funding of this. Establish partnerships to get this done. The task force should examine R&D priorities and recommend rearrangement, (for example, the Atomic Energy of Canada Ltd. budget for R&D is very large).

11. In partnerships, do support ENGO programs vis-à-vis information transfer. This is presently done at no cost to government.

12. Determine which, if any, market barriers exist to the achievement of greater energy efficiency.

    Note: There was broad support in principle, but not unanimity.

Next the workshop moved to the mining agenda. As suggestions 3 and 4 on p. 124 of the Report dealt with acid rain and sulphur dioxide emissions respectively, it was assumed that these items would be dealt with in the Acid Rain Workshop, no. 14. Therefore the Energy and Mining workshop dealt only with suggestions 1, 2 and 5.

A member of the mining group gave a brief presentation based on the paper "Sustainable mining: meeting the challenge" which was submitted with this report.

4. Refer to mining suggestion 5, p. 125 of the Report, which reads:

   "Introduce a Canada Offshore Minerals Management Act."

Recommendation 4:

The proposed Canada Offshore Minerals Management Act should only be introduced:

- after full public and multi-stakeholder consultation on the proposed legislation; and,
- with all projects subject to environmental assessment and review.

Comments:

1. Two participants felt that a full environmental review should be required of all projects.
2. There is no legal regime for near-shore areas at present.
3. There is a need for careful monitoring.
4. An offshore minerals act is in preparation and under study by Energy, Mines and Resources Canada.

5. Refer to mining suggestion 2, p. 124 of the Report, which reads:

> "On a priority basis, assess the toxicity of wastes from mines, mills and smelters and, where appropriate, develop draft regulations under CEPA for public review and comment."

Recommendation 5:

Carry out this suggestion with the addition that: "it include as one of the priorities to assess all regulations for the radiotoxicity of effluent from uranium mining and operations."

Note: There was consensus on this.

6. Refer to mining suggestion 1, p. 124 of the Report, which reads:

> "Review existing federal mining tax regulations to ensure their consistency with the Government's environmental objectives."

Recommendation 6:

Agreement in principle.

7. Refer to energy suggestion 5, p. 118 of the Report, which reads:

> "Enact a National Energy Efficiency Act to set out mandatory minimum standards for the energy efficiency of energy-consuming products, including household appliances, and heating and cooling equipment."

Recommendation 7:
Agreed to.

8. Refer to energy suggestion 13, p. 119 of the Report, which reads:

> "Develop a program to support energy efficiency research and training in university engineering, architecture and planning programs."

Recommendation 8:

Agreed to.

9. Refer to energy suggestion 16, p. 119 of the Report, which reads:

> "Ensure federal policies affecting energy pricing promote a level playing field for the development of energy efficiency and alternative energy technologies."

Amend line. 4 "....and alternative and renewable energy technologies."

Recommendation 9:

Agreed to.

10. Refer to energy suggestion 11, p. 119 of the Report, which reads:

> "With the provinces, initiate a cross-Canada review of electric utility pricing and regulatory structures and determine what, if any, changes should be taken to promote greater improvements in energy efficiency."

Recommendation 10:

Agreed to.

11. Refer to energy suggestion 2, p. 118 of the Report, which reads:

> "Set targets and implement programs for improving energy efficiency in government facilities and vehicle fleets. Adopt procurement policies that encourage energy efficiency and substitution."

Recommendation 11:

Agreed to.

12. Refer to energy suggestion 10, p. 119 of the Report, which reads:

> "As follow-up to the work of the Royal Commission on National Passenger Transportation, work with the provinces on a strategy for encouraging increased use of urban mass transit in Canada."

Amend line 4 ... of urban **and** mass transit ...

Recommendation 12:

Agreed to.

ADDITIONAL COMMENTS

1. Refer to energy suggestion 9, p. 118 of the Report, which reads:

> "Settle on a structure and mandate for an environmental review of energy and nuclear power."

The group agreed that this item is important, but that it was complex and time did not permit the matter to be addressed.

2. Refer to energy suggestion 6, p. 118 of the Report, which reads:

> "Strengthen fuel consumption standards for new automobiles."

The group agreed that this item is important but after a brief discussion, there was no consensus and there was not time enough to deal with it.

APPENDICES

Appendix A:

Letter to the Prime Minister
from the Assembly of First Nations

OFFICE OF THE NATIONAL CHIEF

ASSEMBLY OF FIRST NATIONS/
NATIONAL INDIAN BROTHERHOOD

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The Right Honourable Brian Mulroney,
Prime Minister,
House of Commons,
Centre Block,
Room 309S,
Ottawa, K1A-0A6.

August 20, 1990.

Dear Mr. Prime Minister,

On behalf of the Assembly, I must communicate to you our position with respect to the "Greenplan" initiative which is now underway. We categorically reject the so-called consultation process which has been underway over the last few weeks, not only because it was not intended to seriously canvass the views of our people, but also because the federal Crown's fiduciary obligations to the First Nations have been avoided throughout the process.

Even yesterday and today, in meetings with Minister De Cotret and his Deputy Len Good, our Chief's Committee on the Environment could get no formal acknowledgement of Canada's legal and constitutional obligations to the First Nations on matters related to the environment. This is astounding given the undisputed existence of our aboriginal & treaty rights, Section 35 of the Constitution Act, 1982, and recent direction from the Supreme Court of Canada in such landmark judgements as Sioui and Sparrow.

Certainly our message on environmental issues has been consistent over the years, but regrettably we find that the unwillingness of government to hear what we have to say is just as consistent. Given this fact, we will not be a party to any efforts at legitimizing the "consultation process" that has been imposed on the First Nations and the Canadian people.

...2

Attached, you will find two documents which state our case, and which outline certain priorities that the First Nations have identified with respect to the environment. We want to inform you that we fully intend to continue bilateral discussions with all relevent federal Ministries on these issues, as we have been doing in the past.

We expect that the federal commitment to do so will also be there, in the hope of fostering a truly cooperative relationship that is based on trust, respect, and the authority of our respective peoples' governments.

Yours sincerely,

Georges Erasmus,
National Chief.

c.c. All Chiefs
✓Robert De Cotret
Tom Siddon
Perrin Beatty
Kim Campbell
Ethel Blondin
Robert Skelly

National Indian Brotherhood

ASSEMBLY OF FIRST NATIONS

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STATEMENT OF A.F.N. ENVIRONMENT COMMITTEE

FOR THE RECORD AND TO AVOID ANY CONFUSION, MISUNDERSTANDING, OR MISINTERPRETATION, FIRST NATIONS ARE NOT THE BENEVOLENT DOMESTIC LEGISLATIVE CREATION OF EITHER THE FEDERAL GOVERNMENT OR PROVINCIAL GOVERNMENTS AS TERMED "ABORIGINAL PEOPLES."

PREAMBLE

WE ARE NOT HERE TO ADD CREDIBILITY TO THE GOVERNMENT OF CANADA'S PROCESS OF CONSULTATION KNOWN AS THE "GREEN PLAN - A NATIONAL CHALLENGE", HOWEVER, WE AS THE ABORIGINAL PEOPLES WERE GIVEN THE RIGHT AND RESPONSIBILITY BY THE CREATOR TO BE THE CARETAKERS OF THIS NORTH/SOUTH AMERICAN CONTINENT. SINCE TIME IMMEMORIAL ABORIGINAL PEOPLES HAVE TAKEN THIS RESPONSIBILITY SERIOUSLY THROUGH THE RESPECT AND CARE GIVEN TO MOTHER EARTH AND ALL LIFE. ANY STATEMENTS WE SHARE WITH YOU ARE TO BE CONSIDERED WITHOUT PREJUDICE TO ALL FIRST NATIONS ACROSS THIS COUNTRY WHO ARE INVOLVED IN EFFORTS TO PROTECT THEIR LANDS, RIGHTS AND JURISDICTIONS.

...2

WE REPRESENT AN ENVIRONMENT COMMITTEE OF THE ASSEMBLY OF FIRST NATIONS WHOSE MANDATE INCLUDES PROPOSING "A PROCESS FOR THE ESTABLISHMENT OF APPROPRIATE MECHANISMS FOR MEANINGFUL PARTICIPATION AND CONSULTATION IN DECISION-MAKING AFFECTING FIRST NATIONS ENVIRONMENTAL PROTECTION."

THE BRUNDTLAND REPORT CLEARLY INDICATES THAT "TRIBAL AND INDIGENOUS PEOPLES WILL NEED SPECIAL ATTENTION AS THE FORCES OF ECONOMIC DEVELOPMENT DISRUPT THEIR TRADITIONAL LIFESTYLES - LIFESTYLES THAT CAN OFFER MODERN SOCIETIES MANY LESSONS IN THE MANAGEMENT OF RENEWABLE AND NON-RENEWABLE RESOURCES WITHIN THE VARIOUS TYPES OF ECOSYSTEMS. SOME ARE THREATENED WITH VIRTUAL EXTINCTION BY INSENSITIVE DEVELOPMENT OVER WHICH THEY HAVE NO CONTROL. THEIR TRADITIONAL RIGHTS SHOULD BE RECOGNIZED AND THEY SHOULD BE GIVEN A DECISIVE VOICE IN FORMULATING POLICIES ABOUT RESOURCE DEVELOPMENT IN THEIR AREAS."

CANADA'S "POLICY OF NEGLECT" TOWARD ABORIGINAL PEOPLES HAS RESULTED IN A HIGHLY DISPROPORTIONATE DISTRIBUTION OF ENVIRONMENTAL AND RELATED HEALTH IMPACTS TO FIRST NATION'S COMMUNITIES. OUR COMMUNITIES THEN FIND THEMSELVES IN A DEFENSIVE POSITION, REACTING TO DECISIONS OVER WHICH THEY HAD NO INITIAL INVOLVEMENT.

...3

WITH NO FINANCES OR INFORMATION OUR PEOPLE ARE SOMEHOW EXPECTED TO ADEQUATELY REPRESENT THEIR POINTS OF VIEW. FOR THESE REASONS THE GREEN PLAN DOES NOT ALLOW OUR PEOPLE TO TAKE PART IN THE PROCESS.

SPIRITUALITY

THE NATIVE NATIONS OF THE GREAT TURTLE ISLAND, WHICH YOU CALL THE AMERICAS, BELIEVE THAT THE CREATOR IS THE CENTRE OF ALL THINGS. THE MOTHER EARTH IS A COMPONENT OF THIS CENTRE. AS PEOPLE OF THE EARTH WE HAVE A RESPONSIBILITY TO BOTH THE CREATOR AND THE EARTH TO LIVE IN PEACE WITH ALL ASPECT OF NATURE.

THE EGOCENTRIC VIEW OF WESTERN MAN TO THE ENVIRONMENT WHICH RAISES HIM ABOVE THE EARTH AND THE CREATOR IS DIAMETRICALLY OPPOSED TO THE ENVIRONMENT-CENTERED BELIEF OF THE NATIVE PEOPLES. AS NATIVE PEOPLE, WE ARE AN INTEGRAL PART OF THE ENVIRONMENT AND MUST LIVE AS BROTHER, SISTER AND FAMILIES WITH THE EARTH. INDIVIDUALLY, WE HAVE A RESPONSIBILITY TO PROTECT OUR MOTHER. THE GREEN PLAN HAS NOT ADDRESSED OUR RESPONSIBILITIES TO THE CREATOR AND OUR MOTHER.

JURISDICTION

WE BELIEVE THAT, AS SELF-GOVERNING ABORIGINAL PEOPLES, OUR JURISDICTION OVER THE ENVIRONMENT IS CONSTITUTIONALLY PROTECTED UNDER SECTION 35 OF THE CONSTITUTION OF CANADA.

...4

SPECIFIC LEGISLATION RECOGNIZES AND AFFIRMS THIS JURISDICTION. CANADA MUST HEAR ABORIGINAL CONCERNS AND ASPIRATIONS CONCERNING THE ENVIRONMENT DIRECTLY FROM THE CHIEFS AND COUNCILS, OUR ELDERS AND OUR COMMUNITIES. CANADA MUST DEVELOP ENVIRONMENTAL POLICY THROUGH BI-LATERAL DISCUSSIONS - NATION TO NATION.
CANADA MUST RECOGNIZE THE SPECIAL RIGHTS OF ABORIGINAL PEOPLES IN THE ENVIRONMENT, AND CANADA MUST RECOGNIZE ITS UNIQUE OBLIGATIONS TO ABORIGINAL PEOPLE.

LEGAL POSITION

UNDER THE LAWS OF CANADA, THE CANADIAN GOVERNMENT HAS A FIDUCIARY RESPONSIBILITY TO DEAL WITH AND WORK WITH THE FIRST NATIONS. TREATIES, LAWS AND REGULATIONS HAVE ACKNOWLEDGED THE SPECIAL RIGHTS OF THE NATIVE PEOPLES AND THEIR COMMUNITIES. THE INDIAN ACT, CANADIAN ENVIRONMENTAL PROTECTION LAWS, THE CANADIAN CONSTITUTION AND RECENT SUPREME COURT DECISIONS HAVE ALL UNDERLINED THIS FACT.

FOR EXAMPLE THE SUPREME COURT OF CANADA RECENTLY STATED IN THE SPARROW DECISION.....

...5

"SECTION 35(1) SUGGESTS THAT WHILE REGULATION AFFECTING ABORIGINAL RIGHTS IS NOT PRECLUDED, SUCH REGULATION MUST BE ENACTED ACCORDING TO A VALID OBJECTIVE. OUR HISTORY HAS SHOWN, UNFORTUNATELY ALL TOO WELL, THAT CANADA'S ABORIGINAL PEOPLES ARE JUSTIFIED IN WORRYING ABOUT GOVERNMENT OBJECTIVES THAT MAY BE SUPERFICIALLY NEUTRAL BUT WHICH CONSTITUTE DE FACTO THREATS TO THE EXISTENCE OF ABORIGINAL RIGHTS AND INTERESTS.....

BY GIVING ABORIGINAL RIGHTS CONSTITUTIONAL STATUS AND PRIORITY, PARLIAMENT AND THE PROVINCES HAVE SANCTIONED CHALLENGES TO SOCIAL AND ECONOMIC POLICY OBJECTIVES EMBODIED IN LEGISLATION TO THE EXTENT THAT ABORIGINAL RIGHTS ARE AFFECTED. IMPLICIT IN THIS CONSTITUTIONAL SCHEME IS THE OBLIGATION OF THE LEGISLATURE TO SATISFY THE TEST OF JUSTIFICATION. THE WAY IN WHICH A LEGISLATIVE OBJECTIVE IS TO BE ATTAINED MUST UPHOLD THE HONOUR OF THE CROWN AND MUST BE IN KEEPING WITH THE UNIQUE CONTEMPORARY RELATIONSHIP, GROUNDED IN HISTORY AND POLICY, BETWEEN THE CROWN AND ABORIGINAL PEOPLES. THE EXTENT OF LEGISLATIVE OR REGULATORY IMPACT ON AN EXISTING ABORIGINAL RIGHT MAY BE SCRUTINIZED SO AS TO ENSURE RECOGNITION AND AFFIRMATION.....THE CONSTITUTIONAL RECOGNITION AFFORDED BY THE PROVISION THEREFORE GIVES A MEASURE OF CONTROL OVER GOVERNMENT CONDUCT AND A STRONG CHECK ON LEGISLATIVE POWER.....

....6

WHILE IT DOES NOT PROMISE IMMUNITY FROM GOVERNMENT REGULATION IN A SOCIETY THAT, IN THE TWENTIETH CENTURY, IS INCREASINGLY MORE COMPLEX, INTERDEPENDENT AND SOPHISTICATED, AND WHERE EXHAUSTIBLE RESOURCES NEED PROTECTION AND MANAGEMENT, IT DOES HOLD THE CROWN TO A SUBSTANTIVE PROMISE. THE GOVERNMENT IS REQUIRED TO BEAR THE BURDEN OF A JUSTIFYING ANY LEGISLATION THAT HAS SOME NEGATIVE EFFECT ON ANY ABORIGINAL RIGHT PROTECTED UNDER S.35(1)."

****

ALL OF THESE LAWS AND DECISIONS POINT OUT THE GOVERNMENT'S RESPONSIBILITIES, OBLIGATIONS AND COMMITMENTS TO NATIVE PEOPLE WHETHER OR NOT THE GREEN PLAN SUCCEEDS OR FAILS. THE CONSULTATION PROCESS THE CANADIAN GOVERNMENT HAS USED IS NOT ACCOUNTABLE TO NATIVE PEOPLE OR TO ITS OWN CITIZENS. THEREFORE WE BELIEVE AS IT AFFECTS US, THIS PROCESS IS IN BREACH OF THE FEDERAL CROWN'S FIDUCIARY OBLIGATIONS.

PARTNERSHIP

OUR ELDERS HAVE LISTENED TO ALL CREATION AND FROM THEIR ANALYSIS HAVE FORMULATED TEACHINGS FOR OUR PEOPLE. THESE TEACHINGS ACT AS LAWS FOR US TO FOLLOW IF WE WISH TO REMAIN IN HARMONY AND BALANCE WITH THE EARTH. THESE FIRST NATIONS LAWS ARE THEN DIRECTED AT OUR YOUNGER GENERATIONS BY OUR ELDERS THROUGH EXAMPLE AND CEREMONIES. THIS PROCESS OF TEACHING AND LEARNING HAVE BEEN A SOURCE OF CONSTANT PRIDE TO BOTH GENERATIONS.

...7

IN ORDER TO ADEQUATELY TAKE PART IN THE GREEN PLAN OUR PEOPLE ON ALL LEVELS MUST HAVE FINANCIAL AND INFORMATIONAL SUPPORT TO UNDERSTAND THIS CANADIAN GOVERNMENT ISSUE. THESE RESOURCES MUST COME FROM THE POLITICAL WILL OF THE GOVERNMENT OF CANADA.

AS NATIVE PEOPLE, OUR PROCESS OF PARTNERSHIP WAS EXTENDED TO YOUR FATHERS HUNDREDS OF YEARS AGO. YOUR SURVIVAL DEPENDED UPON OUR TEACHINGS. TODAY THE FIRST NATIONS OF CANADA AGAIN EXTEND OUR ASSISTANCE TO YOU. WE WILL BE WILLING TO GUIDE YOU.

THE ASSEMBLY OF FIRST NATIONS ENVIRONMENTAL COMMITTEE WITH THE HELP OF ALL NATIVE NATIONS SHALL BEGIN THE PARTNERSHIP PROCESS.

National Indian Brotherhood

ASSEMBLY OF FIRST NATIONS

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MESSAGE TO THE GOVERNMENT OF CANADA

FROM THE ASSEMBLY OF FIRST NATIONS ENVIRONMENT COMMITTEE:

As we have stated, the Assembly's Environment Committee has rejected the Greenplan "consultation process". This is not only because the process wasn't intended to seriously seek our views, but also because the federal Crown's fiduciary responsibilities to the First Nations have been avoided in connection with it's development.

However, it should be made clear that we have always expressed a desire to engage the federal Crown in serious dicussions related to our rights and needs as First Nations on matters related to the environment. In fact, these discussions are ongoing with a number of federal departments, including Indian Affairs, Environment Canda, FEARO, and National Health & Welfare, to name a few. We want you to know that we fully intend to continue our bilateral discussions with the federal Crown on environmental matters, and that we fully expect the federal government to take action on our priorities.

As you know, the First Nations have been concerned about the effects of environmental damage on their ways of life and economies for many generations. The federal government has had no cohesive policy or legislative response to these concerns. Various First Nations, and the Environmental Committee, have tried to address these matters with INAC and other federal departments for some time, with little result in terms of concrete commitments. These pressing matters cannot be held hostage to the Greenplan or any other policy initiative: what is required is action now.

Below, we have outlined some of the issues that have been identified as First Nation environmental priorities. In bilateral discussions with INAC, National Health & Welfare and Environment Canada, we have stressed these points, and we intend to continue pursuing them.

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The success or failure of the Greenplan to make it through Cabinet and the policy development process should not let government off the hook in fulfilling it's legal responsibilities to the Indian people. At this time we are seeking a commitment from government to address the following matters as an initial response to our rights and needs:

Major Recommendations regarding First Nations & the Environment:

-the legal framework: resources for assisting First Nations in developing regulations/regimes to manage environmental issues: ie., waste disposal, emergency response etc.

-First Nation Environment "Commission" or "Committee": many specifics of this body have yet to be worked out, but the general goal is to establish an independent First Nation group which could respond to First Nation environmental priorities, as well as influence the development & application of federal policies/legislation to Indian communities.

-"closing the gap" in services & infrastructure: it is clear that First Nations require a massive injection of capital dollars to bring things like housing, sewage treatment, drinking water & waste disposal up to "normal" Canadian standards. All of these things affect the enviromental quality of community life. Government must set aside substantial new capital dollars over a five-ten year period to assist the First Nations in "closing the gap".

-institutional support for communities, tribal councils & Indian organizations: First Nations & their organizations require multi-year commitments for the support of environmental programs & initiatives. Partnerships with universities & other insititutions should also be encouraged. As well, work needs to be done to identify existing environmental "hot spots" on or near reserves & within the traditional territories of the First Nations.

-intervention & monitoring: ongoing multi year support must be made available for First Nations to respond to things like the proposed ALPAC mill in Northern Alberta, as well as to monitor legislative & policy developments which stand to affect the quality of life in communities.

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This list is by no means comprehensive, but it is a beginning, and it reflects our priorities. What we require is a formal response to the items which we have identified, and a commitment from the federal Crown to take timely action on these issues. It cannot be overemphasized that these are areas of federal obligations, not federal discretion. We know that this can be the basis for a mutually beneficial and cooperative relationship, government to government. Now we want to know what the Crown's position is.

Hatchet Lake Band

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STATEMENT BY CHIEF ED BENOANIE, HATCHET LAKE, SASKATCHEWAN:

WE HAVE COME HERE TO OPEN AND CLOSE THIS GATHERING WITH PRAYERS AND DRUM SONGS, AND WE ARE GLAD TO ASK FOR THE CREATOR'S BLESSINGS. BUT WE WANT TO MAKE IT CLEAR THAT EVEN THOUGH WE'RE IN THIS BUILDING, WE'RE OUTSIDE OF THIS PROCESS. WE WANT TO BE PARTNERS WITH NON-INDIAN PEOPLE IN THE PROTECTION OF THIS EARTH, BUT IT'S CLEAR THAT AT THIS POINT THAT THE GOVERNMENT WILL NOT LET US WORK TOGETHER IN TRUE PARTNERSHIP.

THAT IS WHY WE HAVE DISASSOCIATED OURSELVES FROM THE SO-CALLED GREENPLAN "CONSULTATIONS": BECAUSE THERE HAS BEEN NO SERIOUS CONSULTATION WITH OUR PEOPLE, NO WILLINGNESS TO LISTEN TO OUR VIEWS, AND NO REAL EFFORT BY CANADA TO DEAL WITH OUR TREATY RIGHTS TO A HEALTHY ENVIRONMENT.

THE REALITY IS THAT WE ARE THE PEOPLE WHO LIVE CLOSEST TO THE NATURAL WORLD, A WORLD THAT YOUR PEOPLE WANT TO DESTROY. OUR FOREFATHERS TAUGHT YOU HOW TO SURVIVE IN THIS ENVIRONMENT WHEN YOU ARRIVED HERE, AND THEY FOUGHT NEXT TO YOU IN WAR AS ALLIES, BUT NOW YOUR GOVERNMENT IS FIGHTING A WAR AGAINST US, AND TRYING TO DESTROY THE BASIS OF OUR SURVIVAL. WE CANNOT BE PART OF A PROCESS THAT AVOIDS THESE ISSUES.

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I AM A DENE FROM NORTHERN SASKATCHEWAN, CLOSE TO THE BORDER WITH THE NWT. WE LIVE OFF OF THE LAND. OUT OF 95 HOUSEHOLDS, ONLY TWO HAVE RUNNING WATER: THE REST DEPEND ON DRINKING WATER FROM THE LAKE. BUT THERE IS A UNRANIUM MINE ACROSS THE LAKE FROM US WHICH HAS A HABIT OF SPILLING RADIOACTIVE MATERIALS INTO THE WATER. THERE ARE NO SERIOUS EFFORTS BY GOVERNMENT TO PROTECT OUR ENVIRONMENT FROM THE EFFECTS OF THIS MINE. WE HAVE RECIEVED NO BENEFITS FROM THE MILLIONS OF DOLLARS OF PROFITS FROM THIS MINE, BUT WE HAVE TO LIVE WITH THE SEVERE DAMAGE THAT HAS BEEN DONE TO OUR LOCAL ECONOMY AND OUR WAY OF LIFE. THESE ARE REAL PROBLEMS, AND THIS IS WHAT THE GREENPLAN SHOULD BE ABOUT. BUT ALL WE HAVE SEEN SO FAR IS AVOIDANCE AND DENIAL FROM CANADA. THIS IS NOT A SOLUTION.

BUT THIS IS ALSO NOT THE END. THE INDIAN NATIONS HAVE ALWAYS BEEN LEADERS IN EFFORTS TO PROTECT THE ENVIRONMENT, AND WE WILL CONTINUE TO PROTECT OUR LANDS AND RESOURCES. CANADA MUST DEAL WITH US IN THE END AS TREATY INDIANS WHO HAVE RIGHTS, AND AS GOVERNMENTS WHO REPRESENT OUR PEOPLE. IT CAN BE NO OTHER WAY. THE SUCCESS OR FAILURE OF THE GREENPLAN, OR OUR WITHDRAWAL FROM THIS PROCESS, WILL NOT CHANGE THESE THINGS. WE WISH YOU LUCK IN YOUR PROCESS, BUT WE REMIND YOU THAT THIS IS YOUR PROCESS, AND NOT OURS. SOONER OR LATER WE KNOW THAT YOU MUST LEARN FROM US HOW TO SURVIVE, JUST LIKE YOU DID WHEN YOU FIRST ARRIVED. UNTIL THEN, WE WILL CONTINUE OUR EFFORTS TO PROTECT OUR LANDS, AND OUR PEOPLE. THANK YOU.

APPENDIX B

AGRICULTURE AND LAND USE

Sub-group Report *

* This other version was prepared by a majority of the Agriculture and Land Use Workshop members who felt that it reflected the consensus of the workshop.

REPORT OF THE AGRICULTURE AND LAND USE WORKSHOP

Premise

Agricultural food production is a fundamental sustainer of human populations. The public's expectations and needs for safe and nutritious food produced in an environmentally sustainable manner recognize the public obligation to support those benefits for our common environment.

Recommendation

Workshop participants endorsed the following recommendation:

"Given the significant degree of commonality between the agriculture section of the report on The Green Plan consultations and the Report of the Federal-Provincial Agriculture Committee on Environmental Sustainability, we recommend that Environment Canada and Agriculture Canada work in partnership with the public through a process of consultation in considering and ultimately implementing the Report of the Federal-Provincial Agriculture Committee on Environmental Sustainability."

Workshop participants also identified additional objectives, issues, visions and actions to complement the Federal-Provincial Agriculture Committee Report on Environmental Sustainability, for the Minister's consideration:

Objectives\Actions

1. To conserve and enhance family farms, community farm partnerships and rural communities.

2. To provide safe, nutritious food for domestic and export markets.

   Action: Modify food grading practices to further emphasize nutritional value and de-emphasize appearance.

   Action: Improve detection methods for a wider variety of chemical residues and promote reductions in residue levels on foods.

   Action: Monitor food contaminants more closely.

3. To promote health and safety in agriculture.

   Action: Develop a medical surveillance program aimed at the screening for biological effects of agriculture-related health risks and exposures.

Issues\Visions

Issues: International Cooperation

Vision: That Canada take a leadership role in encouraging other nations to adopt environmentally sustainable agriculture, by first setting an example at home, by promoting environmentally sustainable agriculture abroad both bilaterally and multilaterally, and by exchanging information and technology where appropriate.

Issues: Animal Welfare

Vision: Animal husbandry practices which, building upon already established codes of practice, recognize that domesticated animals are sentient creatures and encourage livestock practices that respect the social needs of individual species and their requirements for proper nutrition, health and housing.

Other Recommendations

While workshop members did not have an opportunity to reach agreement on all the provisions of the Report on the Green Plan Consultations relating to agriculture, there were a number of specific concerns raised, notably:

That the action statement that reads: "preserve the natural genetic stock of agricultural species by measures such as establishing ecological reserves in agricultural landscapes" on page 108 be replaced by the following:

- enhance the preservation of natural wildlife species and their beneficial interaction with agricultural production by the contiguous interspersion of wild habitats throughout agricultural lands;

- environmentally sustainable agriculture, in recognizing the role of small birds in crop pollination and pest control, potentiate these roles through wild habitat management;

- public consumption of wildlife should demonstrate a realistic economic return to the landowner.

Finally, several other recommendations were made, including:

- that the assessment of agri-food sector performance and its contribution to national income take into account all public costs of environmental damage and the agri-food sector's cost of conserving natural resources for the public;
- that the adoption of effective resource management and environmentally sustainable practices not be constrained by short-term economic criteria;
- that environmentally sustainable agricultural practices be promoted through market-based incentives, reflecting full costs;
- that a program of conservation easements and land trusts, as well as the agricultural capability in the disposition of surplus public lands be considered;
- that national standards for certifying organic producers be developed.